DOCUMENT RESUME

ED 044 199 RC 004 750

TITLE	An Assessment of the Experimental and Demonstration Interstate Program for South Texas Migrants.
INSTITUTION	ABT Associates, Inc., Cambridge, Mass.
SPONS AGENCY	Manpower Administration (DOL), Washington, D.C.
PUB DATE	1 Dec 69
NOTE	216p.
EDRS PRICE	EDRS Price MF-$1.00 HC-$10.90
DESCRIPTORS	Academic Achievement, Attitudes, Data Analysis, Dental Health, Employer Employee Relationship, Employment Opportunities, *Employment Services, Farm Labor, Field Interviews, Government Role, Health Services, Housing, Job Training, *Migrant Problems, *Migrant Workers, Migration Patterns, *Program Evaluation, Welfare Services
IDENTIFIERS	*Texas

ABSTRACT

The overall purpose of this program was to develop and determine the feasibility and value of a coordinated interstate program of multi-agency resources for Mexican American migrant farm workers. Basic areas of concern leading to this goal were (1) the need for a program of employability and supportive services for migrant families who, because of diminishing job opportunities due to mechanization of agriculture, wish to leave the migrant stream and (2) the need for a wide range of supportive services for migrant families who choose to remain in the migrant stream each year. Following the introduction, the report presents findings, conclusions, and recommendations concerning the Experimental and Demonstration Program for South Texas Migrants. The report is based on field interviews with project staff, members of other related organizations, employers, and migrant workers; qualitative and quantitative analysis of data gathered during the field work; inputs supplied by other companies involved in the program assessment; and library research. (AN)

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AN ASSESSMENT OF THE EXPERIMENTAL AND DEMONSTRATION INTERSTATE PROGRAM FOR SOUTH TEXAS MIGRANTS

submitted to:
Manpower Administration
U.S. Department of Labor
14th and Constitution Avenue, N.W.
Washington, D.C.
December 1, 1969

prepared by:
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This is an assessment of an experimental and demonstration manpower project under a contract with the Manpower Administration, U.S. Department of Labor, under the authority of the Manpower Development and Training Act. Organizations undertaking such projects under Government sponsorship are encouraged to express their own judgement freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor.

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PREFACE

This assessment of the Experimental and Demonstration Program for South Texas Migrants was carried out by Abt Associates, Inc. under contract to the Manpower Administration of the U.S. Department of Labor during the period from May through November of 1969.

The project research effort was directed by Mr. John R. Hall. Senior scientists for the effort were Mr. Richard Anderson and Mr. Peter S. Miller. The work of Mr. James Meer and Mr. Richard Fleming was vital to the successful completion of the project. Major contributions were also made by Mr. Neil Webre, Mr. Glenn Devine, Mr. Ken Carlson, and Mr. Richard Coplon.

The staff members involved wish to express their sincere appreciation to Mr. Aaron Bodin of the Office of Special Manpower Programs and Mr. Willis Sloan, Director of the Office of Rural Manpower Services of the Department of Labor. We also extend our thanks to the members of the E and D Project Staff, staff of other agencies, and migrant workers, without whose assistance and cooperation this report would not have been possible.

ABSTRACT

The Experimental and Demonstration Interstate Program for South Texas Migrants was run by the U. S. Department of Labor Rural Manpower Service in conjunction with Texas and nine Northern state employment services. The Program singled out two basic areas of concern. First, a program of employability and supportive services was needed for those migrant families who, because of diminishing job opportunities due to mechanization of agriculture, wish to leave the migrant stream. Second, a wide range of supportive services was needed by migrant families who choose to continue to follow the migrant stream each year. Given these needs, the Program's overall purpose was to "develop and determine the feasibility and value of a coordinated interstate program of multi-agency resources" for Mexican-American migrant farm workers. This goal led to the identification of four basic program objectives:

1. to demonstrate that a coordinated network of state employment services can provide the communications framework necessary for serving a migratory population;

2. to provide or arrange for provision of needed supportive services to migrants both during their Northern migrations and their winter sojourns in South Texas;

3. to provide the opportunity for upward job mobility on the part of migrants; and

4. to provide necessary assistance to enable those migrants who wish to do so to settle out of the migrant stream.

During its first year of operation, the Texas E and D Project made significant progress in many areas, although results in terms of the above objectives appeared limited. The program evolved from concept to a full-scale ten-state operating program with basic procedures and trained staff in somewhat less than eight months. It heralded a new concept for many Employment Services--that of arranging for efforts to meet a wider range of employability and related supportive service needs. Although this approach was not universally implemented, it was at least presented in a working form to many individuals who had not seen it in operation before. The program also increased the ability of employment services to operate under such a concept by providing relevant experience to a number of employment service staff.

The E and D Program also had an impact on the communities in which it operated. It precipitated increased awareness of migrant needs on the part of other public and private agencies, as well as the community at large. In many cases, the program made important first steps toward more effective coordination among migrant-serving agencies at the local, state and federal levels. The program also documented the present severe shortage of necessary services for migrants and the need for increased services directed toward that special population.

In terms of achieving its end objectives, however, the program had substantial difficulties. Only 54% of the 794 families chosen as a predesignated sample were ever contacted as they migrated to Northern states. Lack of readily available services and the time required to contact dispersed migrants resulted in an extremely costly rate per service delivery arranged during this first operation. Sample families received an average of one service per family in Northern states, while 1.4 services were arranged per family in Texas. As of October 1, 1969, a date short of project completion date, the Program had placed eight migrants in non-agricultural jobs in Northern states, and 49 in Texas. Finally, twenty-five families were reported to have been settled out of the migrant stream in Northern states. These low levels of performance can be ascribed to three major factors: 1) the difficulties associated with program start-up; 2) the extremely difficult external conditions under which the program operated (lack of available services, resistance on the part of some agencies to providing services to migrants; employment service, employer and community resistance to the program); and 3) various program policies and structures.

Abt Associates Inc. recommends that the experience gained from the first year of program operation be used to restructure the program to increase its effectiveness.

1. It was found that use of a sample preselected in Texas provided a target population which was difficult to locate. This artificial constraint kept the program from operating at its full potential. It is therefore recommended that each state program work with a sample based on location within its geographic target area.

2. General delineation of objectives, intended to permit autonomy and encourage innovation, resulted more in confusion, limited coordination, and limited performance in terms of most objective criteria. It is therefore recommended that only those state programs with concrete objectives and specific plans of action be refunded for the second year of operation.

3. Ten different states were involved during the first year of operation in order to demonstrate the feasibility of interstate coordination to serve the migrant population. Such coordination has neither proved to be feasible nor particularly useful in its present form. Moreover, the program impact has been too diffuse because of the desire to involve a large number of states. It is recommended that an alternative approach of funding fewer state operations more intensively and for a longer time period be considered. For example, each of four states might try three radically different and quite specific approaches to meeting migrant needs.

4. Program operations last year were hampered by a lack of services from other agencies and by a tendency to deal with migrant needs on an individual basis. It is suggested that more effort be devoted during the coming year to developing presently unavailable services and to arranging supportive services on a group basis (for example, with a mobile dental clinic rather than individual dental services arranged separately for each case.)

5. During the first year of operation, almost all program resources were devoted to employment of new staff. Proposals for next year should develop plans for spending funds in such a way as to have a direct impact on migrants (e.g., stipends for settling out, migrant loan fund).

6. Finally, it is recommended that several more specific programs be pursued next year:

    A. A program for settling families out of the migrant stream with services for:

        --housing, including rent deposit loans and self-help housing;
        --job training with stipend
        --job placement
        --clothing and other incidental needs

    B. An interstate migrant loan fund based both on Northern state target areas and in Texas.

    C. A migrant labor corporation which would employ a group of migrants, contract labor with employers, and pay for migrant down time.

    D. A program of wage dispute mediation and wage deduction monitoring.

The two-volume "Assessment of the Experimental and Demonstration Interstate Program for South Texas Migrants" provides a more detailed examination of the program's operations, and objectives attainment, as well as more detailed recommendations concerning the second year of operation.

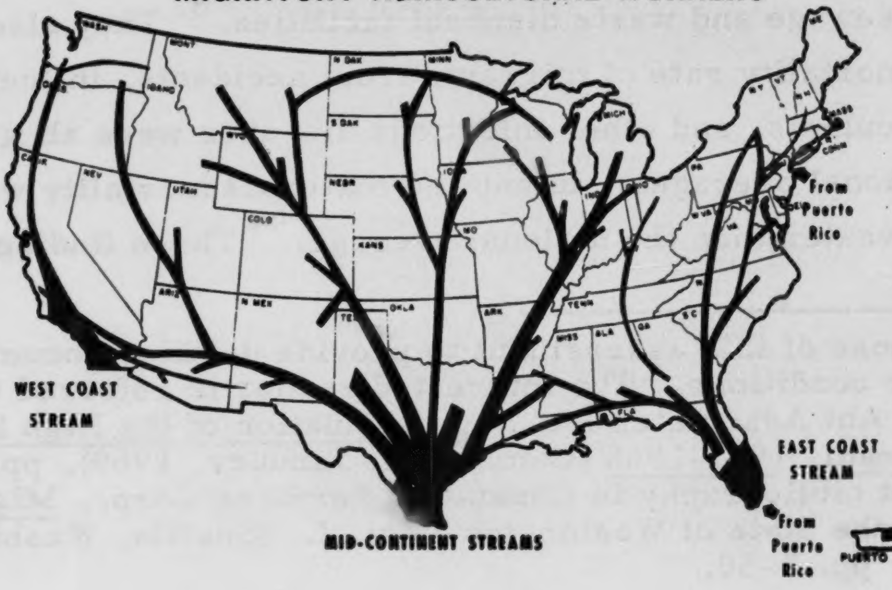
1. INTRODUCTION

The Social Situation of Migrants

In the United States today an estimated 500,000[1] to more than one million[2] people, about half of whom are workers, earn their living each year in seasonal agricultural labor, working to plant, care for, and harvest the crops which eventually find their way to American dinner tables. This agricultural labor force moves through fairly identifiable geographical patterns called migrant streams. These migrant streams originate in South Texas, Southern Florida, and Southern California, become more diffuse in the Northern state major crop locations (see Figure 1.1)[3].

Figure 1.1:

TRAVEL PATTERNS OF SEASONAL
MIGRATORY AGRICULTURAL WORKERS



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[1] Leonore Epstein, "Migratory Farm Workers, Social Security Bulletin, XXVI, 5 (may, 1963), pp. 10-11.

[2] Subcommittee on Migratory Labor of the Committee on Labor and Public Welfare, The Migratory Farm Labor Problem in the United States, (Washington: U. S. Government Printing Office, February, 1968. p. 1.

[3] Public Health Service, U. S. Dept. of Health, Education and Welfare, Migrant Health Program: Current Operations and Additional Needs" (Washington, D. C., U. S. Government Printing Office, Dec., 1967), p. 6.

As the harvest in the Northern states is completed, the migrant workers return to their Southern based points of origin This migration pattern has become an institutionalized way of life for tens of thousands of individuals.

The migrant workers and their families constitute a group of forgotten Americans. Although their labor is essential to the agricultural economy and the ultimate distribution of food in the United States, the people who provide this labor receive slim compensation for their efforts.[4] All published reports surveyed indicate that both median and mean migrant family annual incomes fall below $3,000. The Washington State study showed a mean family income of $2,300 in 1966[5], while the U. S. Department of Agriculture reported that in 1965 the average annual income of individual migrants exclusively engaged in farm work was $1,046.[6] These figures are fairly consistent if we consider that two family members work for every three who do not.[7]

The Public Health Service indicates that typical housing is "small, overcrowded and of substandard construction," and lacks adequate water supply and sewage and waste disposal facilities.[8] They also indicate that the mortality rate of migrants from accidents, influenza, pneumonia, tuberculosis, and other infectious diseases were all greater than twice the national averages. Infant and maternal mortality were also found to be greater than the national average.[9] These findings are supported by the Washington State Study which found the life expectancy of Latin American migrants to be approximately 39 years, little more than half that of the average U. S. citizen.[10] In addition, both the Washington State report and field work undertaken as part of the present effort revealed cases of severe mental breakdown on the part of the migrants.

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[4] It is not the purpose of this assessment to provide detailed documentation of migrant worker conditions. The interested reader is referred to a brief summary in Abt Associates Inc., An Evaluation of the High School Equivalency Program, 1967-1968 (Cambridge: January, 1969), pp. 1-8, and to an excellent bibliography in Consulting Services Corp., Migrant Farm Workers in the State of Washington, Vol. I. (Seattle, Washington, November, 1966), pp. 1-50.

[5] Ibid., Vol. III, p. 8.

[6] U. S. Department of Agriculture, 1967.

[7] Consulting Services Corp., op. cit., Vol. II, p. 60.

[8] Public Health Service, op. cit., pp. 10-11.

[9] Ibid., pp. 12-15.

Migrants and their families also receive an education that is below national standards. The mean grade level attainment of adult migrants is approximately half the national average of ten years of education. Migrant children spend as little as 17 of the 36 weeks of the school year enrolled in school. They typically enter school late, change schools frequently, and leave school early. As children reach the age of ten they begin to drop school altogether because they are needed in the fields. This situation is, however, being improved by the development of intensive migrant schools in Texas.

The social conditions described above are not without their causes or their implications for life patterns of migrants. As is depicted in Figure 1.2, the nature of the agricultural industry in the United States presently necessitates a migratory life style, which, combined with the employer and government interactions, results in poverty level income, inadequate health care, and low levels of educational attainment. These factors and the large size of most migrant families make any transition to other types of employment extremely difficult. Migrants are thus "trapped" in a migratory cycle which breeds despair, acceptance of their fate, and, particularly among those with emerging political consciousness, cynicism about any external efforts to improve their lot.

Several additional points should be made concerning this migrant system. First, as in any social system, causality is not entirely on a natural or "ecological" basis. On the contrary, human activity (both independently and within the shelter of organizational policy) is directed towards maintenance of the present state of affairs,

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[10] Consulting Services Corp., op. cit., Vol. III, p. 11.

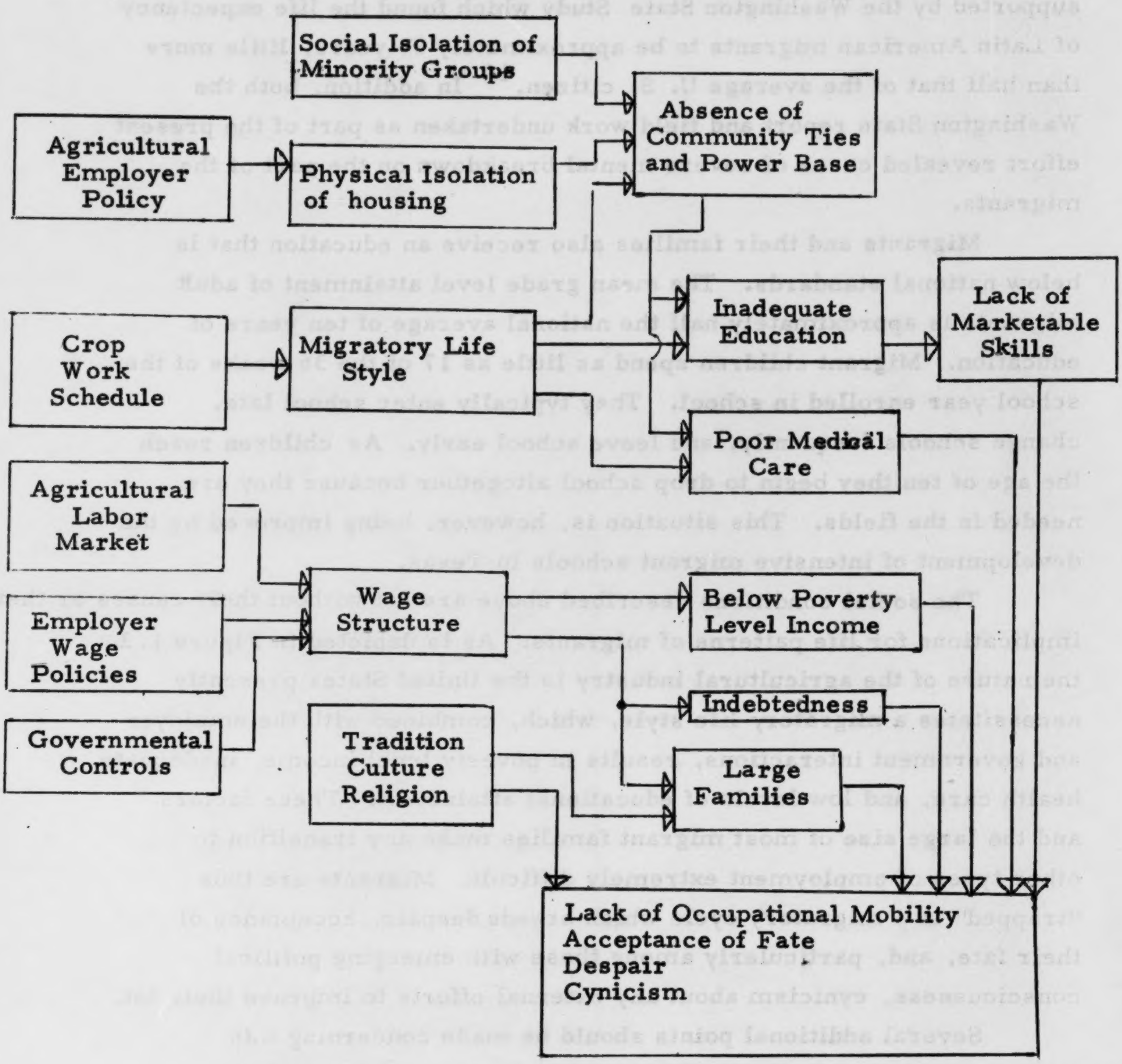
Social Isolation of Minority Groups
Agricultural Employer Policy
Physical Isolation of housing
Absence of Community Ties and Power Base
Crop Work Schedule
Migratory Life Style
Inadequate Education
Lack of Marketable Skills
Poor Medical Care
Agricultural Labor Market
Employer Wage Policies
Governmental Controls
Wage Structure
Below Poverty Level Income
Indebtedness
Tradition Culture Religion
Large Families
Lack of Occupational Mobility
Acceptance of Fate
Despair
Cynicism

Figure 1. 2: Causes and Consequences of Migrant Workers' Social Situation usually because it is the best interests of the organization or individuals to engage in such activity. Thus, although the migratory life style is an ecological result of the schedule of crop harvests, human action is used to keep migrants isolated from the larger society. For example, organizational policy keeps housing regulations from being enforced and employer policy keeps workers indebted to companies.[11] Perhaps most importantly, because of employer policies and lack of government regulation the agricultural labor market is maintained in a constant surplus supply situation. This results in underemployment and all the concommitant problems of low income: i. e., substantard education, health, and housing.

Secondly, one of the dominant myths about migrant workers and their families is that they "choose" to migrate of their own free will, and that they are always moving from one place to another "because it is in their blood." Conversations with migrants during the course of the present assessment have indicated that many of them wish to stop migrating but see it as an impossible goal. Migrants are forced to follow the stream each year out of economic necessity -- because they have no jobs in their home base areas, because they owe money to growers in the north, because they have borrowed money from crew leaders in their home base.

Finally, although Figure 1. 2 does not include government and other institutional efforts to deal with the situation depicted, a number of programs at local, state and federal levels directly or indirectly serve migrants. Among these are migrants school programs, migrant ministries, local and state migrant councils as well as several federally funded programs; HEW-funded Migrant Health Programs, OEO - funded Migrant Opportunities agencies,[12] and the Experimental and Demonstration Programs -- including the present one for South Texas Migrants -- funded by the Department of Labor.

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[11] Each of these problems is discussed in greater detail in Chapter 8.

[12] Subcommittee on Migratory Labor, op. cit., p. 4.

South Texas Migrants and the Impact of Mechanization

Of the three migrant streams noted above, the one originating from Texas is the largest. An estimated 125,000 individuals migrated from that state in 1968.[13] A sizable portion of these individuals come from the four-county Lower Rio Grande Valley. The Commission estimates that of the 99,000 migrant workers who have a home residence in Texas, 40,500 live in the Valley.[14] A sizable portion of these participate in interstate migrations, although no official statistics indicate the exact number. These workers often live in "colonias" (groupings of from ten to a hundred families with no municiple services or status). Because of the rural location of these colonias, they are difficult to reach with supportive services. Moreover, there are few jobs aside from those in agriculture. Even the availability of these jobs is limited. Last year, during the peak farm employment month of April, 21,200 workers were employed in agricultural work in the Valley.[15]

Migrant workers in the Valley, like all migrants, face the prospect of decreasing employment opportunities in seasonal farm labor because of increasing mechanization of almost all phases of agriculture. The Good Neighbor Commission explains the situation in Texas:

> There is substantial proof that demand for unskilled, seasonal farm labor continues to decrease and will continue its decline with the steady advance of mechanization. However, year-round farm workers in Texas are in short supply and a number of cotton gins failed to operate this last year for lack of experienced gin hands. This apparent paradox can be explained by considering the degree of skill possessed by the migrant workers. Today the hired farm worker must have some basic education and some skill in the operation and maintenance of farm machinery. Today Texas is industrializing and urbanizing and industry is very much in the labor market with the offer of better earnings, city dwelling, better schools, etc., which tempt many rural skilled workers away from the land.[16]

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[13] The Texas Good Neighbor Commission, "Texas Migrant Labor; The 1968 Migration," p. 6-2. The Good Neighbor Commission has adjusted raw data provided by the Texas Employment Commission to compensate for workers regulated under Texas Bureau of Labor Statistics activities and workers not counted by either agency.

[14] Ibid., p. 7-2.

[15] Texas Employment Commission, "Texas Farm Labor: 1968 Annual Report," p. 7.

[16] The Texas Good Neighbor Commission, op. cit., p. 1-3.

The situation is quite similar in Northern states: mechanization is decreasing the overall demand for seasonal workers and increasing the skill level needed for jobs which are available. One of the most difficult aspects of this situation is that mechanization proceeds unevenly, mechanical technology being more adaptable to some crops than others. This results in a disrupted migratory pattern, reducing the number of days a migrant can expect to work during a season, and thus making the migration even more unattractive than previously.[17]

Migrants are thus faced with a situation in which there will be fewer unskilled jobs and less security in those jobs. Though industrialization of Texas and the rural to urban migration of former year-round skilled farm hands has created new employment possibilities, inability to speak English, lack of education, and low skill levels (as well as the systemic barriers to leaving the migrant stream) have prevented most migrants from availing themselves of these opportunities. The situation is a classic one of structural unemployment, even more pronounced in the Rio Grande Valley than in most locations because of the rural isolation of the population.

The Experimental and Demonstration Project for South Texas Migrants

The United States Training and Employment Service, through the efforts of its Farm Labor Operations office and the Texas Employment Commission have instituted an "Experimental and Demonstration Interstate Program for South Texas Migrant Workers." The program singles out two basic areas of concern. First, a program of employability services is needed for those migrant families who, because of diminishing job opportunities and for other reasons, wish to leave the migrant stream and settle out. Second, a wide range of supportive services (including employability services) must be available to families which follow the migrant stream to Northern states. In this regard, the program proposal maintains that, "In many of these states, supportive services either exist or can be developed, and through a coordinated effort on the part of various governmental and private agencies, such services can and must be brought to the migrant family."[18]

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[17] Joseph Kasper, Speech at the E and D Project Conference, Chicago, July 22, 1969.

Given these needs, the program's overall purpose and scope is to "develop and determine the feasibility and value of a coordinated interstate program of multi-agency resources focusing on the problems of Mexican-American migrant farm workers and their families home-based in South Texas.[19]

Though operational objectives are never explicitly stated, a careful reading of various documents plus conversations with project staff have enabled Abt Associates to generate four objectives which project staff generally identify as the objectives of the project. These objectives all fall within the overall goal of building into the various states' farm labor and rural manpower services a capability for arranging supportive and employability services for their migrant clients. The objectives are as follows:

1) to demonstrate that a coordinated network of state employment services can provide ~~the~~ communications framework necessary for serving a migratory population;
2) to provide or arrange for provision of needed supportive services to migrants both during their Northern migrations and their winter sojourns in South Texas;
3) to provide the opportunity for upward job mobility on the part of migrants;
4) to provide necessary assistance to enable those migrants who wish to do so to settle out of the migrant stream.

The program is designed as a ten state coordinated effort involving the Farm Labor and Rural Manpower Offices in each of the states. The program is serving a sample group of 794 migrant families (approximately 4,700 individuals) who reside in South Texas. Basic pilot activities designed to meet the objectives are as follows:

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[18] "Experimental and Demonstration Interstate Program for South Texas Migrant Workers," (n.p., n.d.), p. 2.

[19] Ibid, p. 2-3.

For Texas:

1. Identify a sample of 794 migrant families who have migration destinations in a target area in one of nine northern states.
2. Determine needs of these families for supportive and manpower services while they are in northern states, and forward such information to the appropriate states.
3. Upon migrants' return to Texas determine the interest of families in settling out and provide necessary assistance.
4. Through outreach and follow-up determine the need for manpower and supportive services, and provide referral to appropriate agencies where these needs can be met.
5. During the time when sample families are in Northern states, provide the outreach and referral services to recent former migrant families who did not enter the 1969 migration.

For the Demand States:

1. Determine the need of sample family members for manpower and supportive services.
2. Expedite the referral of those individuals needing assistance to agencies and organizations which can provide them.
3. Follow-up to determine whether these services have been rendered.
4. Determine long-range needs of sample family members and forward such information to Texas.
5. Determine the desire of families to relocate permanently at the end of the migratory work season and provide them or make necessary arrangements for counselling, job placement and relocation assistance.
6. Engage in a variety of other activities to ease the transition, adjustment and assimilation of settling out families. The backbone staff used to implement these activites are to be Rural Outreach Interviewers (ROI's) - bilingual interviewers knowledgeable in the available services in a given area.

In addition to these basic activities described above, many of the Northern states are engaged in special add-on activities intended to explore innovative services and methods of service delivery. One state, for example, is concentrating on mediation of disputes between employers and workers, while another is surveying needs of settled-out families during the winter months.

A Brief History of the Project

The present Experimental and Demonstration Program grew out of activities conducted in project HOPE, a study of migrants and their needs conducted at the Hope, Arkansas Migrant Rest Stop by William Hood, Director of the E and D Project in Texas during the fall of 1968. Various meetings during that period between personnel of the Texas Employment Commission and Department of Labor led to the gradual evolution of the present concept of an interstate multi-agency coordinated effort. The concept was finalized during December of 1968 and proposals were received from Northern states, analyzed and returned for resubmission. Revised proposals were received at the January National Manpower Conference, and various decisions were made at that meeting concerning allocation of effort between Texas and Northern states.

At this point the Texas Employment Commission had already received some funds ($85,000) for development of the program. Texas, therefore, spent the spring months recruiting ROI's and other necessary staff, as well as requesting necessary funds, selecting the migrant family sample and interviewing families to determine their general needs.

Northern state employment services, which were brought into the program at a later date than Texas, spent the spring months developing programs for their own states and requesting operating funds. Delays in funding caused several states to get late starts in recruiting and training staff, and in at least one case, necessitated a cutback in program scope. Characteristically, these early months of the program's operation were disorganized, principally because of the limited time available for requesting and obtaining funds, and for recruiting and training staff. The program had originally not been scheduled for full-scale operation until the 1970 migration, but the Farm Labor Operations national office felt that the needs of migrants were so critical as to warrant a startup for the 1969 migration even if that meant less groundwork. By the end of July, 1969 problems caused by late starts were generally solved, apparently without deleterious effect to the program.

Thus the summer months were spent by demand state program personnel identifying available services in their local areas (and in some cases attempting to develop the needed services), locating the migrant sample families who were scheduled into their local areas, interviewing family members, determining long-range needs, and trying to help meet immediate needs.

During this same period, Texas E and D staff worked to develop necessary training programs for returning migrants. In addition, some two hundred non-migrating families were contacted and provided whatever supportive and employability services were available. This activity was intended not only to deal with the structural unemployment problems of South Texas, but also to provide on-the-job training for ROI's in preparation for the return of sample families to South Texas beginning in September.

As of this writing (October, 1969), migrants have begun to return from the North and demand state E and D staff have begun to forward folders containing in-depth interview information on contacted families to Texas. Texas ROI's are contacting migrants and beginning to place some of them in available job training programs.

Introduction to the Assessment

The remainder of this report presents findings, conclusions, and recommendations concerning the Experimental and Demonstration Program for South Texas Migrants. The report is based on: 1) over 90 man-days of field interviews with project staff, members of other related organizations, employers, and migrant workers; 2) qualitative and quantitative analysis of data gathered during this field work; 3) inputs supplied by other companies involved in the assessment (specifically, New TransCentury Corp. and Interstate Research Associates, Inc.); and 4) library research.

Since the E and D Project has not yet completed one full year of operation, the present report should not be construed as a final evaluation of the project. Rather it is intended as an assessment based on a current reading of the situation, designed to provide a constructive basis for deciding whether to refund the program, and, if the program is refunded, making program modifications toward the ultimate goal of helping migrant agricultural workers meet their own life goals. Thus, less effort has been devoted to documenting program successes than to identifying problems and proposing possible courses of action.

To this end, Chapter 2 presents conclusions about the attainment of objectives and an assessment of program objectives compared to migrant needs. Recommendations are then presented at two basic levels: 1) those relatively minor modifications of the program which will increase its effectiveness without structural change, and 2) maximum impact modifications requiring more basic redirection of the project effort. Finally, since it is the belief of Abt Associates Inc. that short-run recommendations tend to obscure the need for long-term planning, an attempt is made to balance the recommendations with a more general statement of projected trends and potential long-range governmental responses.

The remainder of the report is concerned with specific findings upon which the conclusions and recommendations are based. Chapter 3 deals with overall program structure, communication and coordination, while Chapter 4 concentrates on the Texas E and D Project. Chapters 5 and 6 present the results of quantitative analysis, while Chapter 7 is concerned with sample migrant families experiences with the project. Chapter 8 presents miscellaneous findings not directly related to the E and D Project, but of concern and interest to anyone involved with helping migrants. Finally, Chapter 9 presents a formal study design for evaluation of long-term project success.

2. CONCLUSIONS AND RECOMMENDATIONS

Introduction

The conclusions and recommendations contained herein cover a wide range of E and D Migrant Project concerns. They represent a composite view of the program's operation in ten states which is based on 1) eighteen man-weeks of field work; 2) extensive quantitative analysis using data gathered during field visits, and 3) library research concerning migrant labor and social conditions as well as legislation and programs impinging upon migrants.

The results of this activity are summarized in this chapter under several headings. First, the project is discussed in terms of attainment of objectives. Program objectives are then assessed in terms of migrant needs. Findings and recommendations are presented concerning modifications which should be made if it is decided to refund the program. These findings and recommendations are presented at two different levels: 1) changes necessary to improve the operation of the the program; and 2) maximum impact modifications which to some extent would require a refocusing of project activities. Finally, scenarios of long range trends in migrant labor are presented and governmental responses to these situations are explored.

Project Objectives Attainment*

Though operational objectives of the Experimental and Demonstration Program for South Texas Migrants are never formally and explicitly stated, a careful reading of various documents plus conversations with project staff have enabled the assessment team to generate a list of four objectives which are generally identified by project staff as the objectives of the project. These objectives are subsummed under the overall goal of building into the various states' farm labor and rural manpower services a capability for arranging supportive and employability services for migrant clients. The objectives are as follows:

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*More detailed information on objective attainment is present in Chapter 5.

1) to demonstrate that a coordinated network of state employment services can provide the communications framework necessary for serving a migratory population;

2) to provide or arrange for provision of needed supportive services to migrants both during their Northern migrations and their winter sojourns in South Texas;

3) to provide the opportunity for upward job mobility on the part of migrants; and

4) to provide necessary assistance to enable those migrants who wish to do so to settle out of the migrant stream.

MAINTENANCE OF CONTACT WITH MIGRANT PROJECT FAMILIES

The objective of demonstrating that a coordinated network of state employment services can provide the communications necessary for serving a migrant population requires basically that the project transfer information about the physical location and supportive and employability service needs of migrants so that migrants can be contacted and served as they move through the migrant stream. The program was to include information about migrant needs in family folders which were to follow the migrant family from place to place during its migration. After the initial recruitment and interviewing of families in Texas, three distinct types of information transfer and migrant contact were required: 1) transfer of family information from Texas to the migrant family's first Northern work location and contact with the family at that location; 2) transfer of family information from one Northern location to another and contact with the family at the subsequent Northern location; 3) transfer of information back to Texas from the final Northern location so that families may be recontacted and served by Texas upon their return from the migration. The present assessment can report only on the first two of these types of information transfer and contact, since the third was not yet completed as of this writing.

Transfer of family folders with information gathered from brief interviews from Texas to the first Northern states was successfully accomplished. Contact of families in the first Northern location however was not particularly successful. Of the 794 families for which folders were received, 433 families or 54.6% of the total were contacted in their first Northern location, leaving 361 families which were never contacted in the North. There are three possible explanations for lack of contact: 1) the family didn't migrate; 2) the family did not migrate to the Northern project area originally specified; and 3) the family migrated to the area but was not located by E and D Project Staff. Even if we assume that 20% of sample families fall in categories 1) and 2) -- a liberal assumption, since some projects contacted more than 80% of their families -- there are still some 31.8% of families who migrated to the area they had stated in Texas and were not contacted by the project. The reasons for this poor contact rate include 1) poor staff organization and coordination attempts at locating families; 2) lack of specific information about where within a general area migrant families intended to work; and 3) in some locations, many and large migrant labor camps. Once a migrant family was contacted for the first time in a location, maintenance of contact was fairly good until the family left that location. Most contacted families were visited between once a week and once every three weeks, and more often when specific services were being provided.

Transfer of information from one Northern location to the next and making contact with the migrant family at the second location were less successfully accomplished than the first Northern contacts. During the entire summer migration up until September 7, in only twenty-three cases were family folders transferred from one Northern location to another. Thirteen of these were cases in which folders were forwarded to another area because families could not be located in the first area. In five cases (involving three families) of the twenty-three cases, E and D staff at the second location were able to contact the family. The low level of folder forwarding and contact in this area can be attributed to poor information about migrant departures from one area and subsequent destinations. Because of the sudden nature of migrant departures, contact with located families, though frequent, was not often enough to obtain this information.

ARRANGEMENT OF SERVICE DELIVERY FOR MIGRANTS

Arrangement of service delivery was defined for the purposes of the assessment as a situation in which an E and D staff member had played an active role in arranging for a service which a sample migrant had received. On the basis of this definition, examination of family folders indicated that as of September 12, 1969 a total of 754 services had been arranged in Northern states for members of the migrant sample. Of these 754 services, 330 consisted of in-depth interviews conducted by ROIs as requested by Texas. This leaves a total of 424 other services (approximately one service per family contacted) arranged. The largest numbers of services arranged aside from the in-depth employability interviews were in the categories of minor medical treatments (54 services arranged), dental care (54), job counselling (57), school enrollment (27), and nursery and day care (26). Services delivered represented 11.3% of all needs identified and 6.8% of needs identified excluding the need for an in-depth interview.

An estimate of the cost for service delivery arrangement was computed under the assumption that the major output activity in Northern states was service delivery arrangement. The cost of Northern programs was thus divided by the number of services arranged, providing a cost per benefit of service arranged of $791 compared to a cost per potential service (i.e., need identified) of $58. The cost per service arranged is quite high considering that the actual cost of the services themselves usually did not range over $100. The high cost per service arranged may be attributed to a lack of readily available services (and a resistance to delivery on the part of some non-migrant agencies) as well as the difficulties of efficient outreach in a rural setting serving a migrant population. In some locations cost per service arranged was as low as $279. This lower cost resulted from ease of locating migrants and development of blocks of services which could be offered to large numbers of migrants at one time.

While Northern states were working with sample families who had migrated, the Texas E and D Project served an additional 200 families which had not migrated from the Rio Grande Valley. For these families, Texas made a total of 106 referrals to job training programs (55 were enrolled) and 784 referrals to other service agencies. Projections of services received based on a sample of 64 of the 200 families indicates that Texas performed somewhat better than Northern states in service delivery arrangement. Of the approximately 250 referrals made for the 64 families, 76 resulted in services.

When an outside agency delivery statistic for the entire group of 200 is projected on this basis and non-job placement services provided by the Texas Employment Commission are added to this number, the result is that an estimated 278 services or 1.4 services per family were arranged.

UPWARD JOB MOBILITY

The third objective of the E and D Migrant Program was to upgrade job skills and jobs of migrant workers in order to offest structural unemployment resulting from mechanization of agricultural operations. Final assessment of attainment of this objective will have to await long term evaluation of sample families as compared to a sample of non-project migrant families. Activities to date have consisted of 330 in-depth interviews in Northern states (to be used in Texas for job counseling, training program placement and job placement) and 8 placements of migrants in non-agricultural jobs in Northern states and 49 such placements for the 200 family sample in Texas. Northern states were not able to work toward this goal very effectively because the greater part of migrants' time was taken up by work and because the population being served was highly geographically mobile. Texas, on the other hand, worked with a less mobile and less intensively employed population and was therefore able to accomplish more.

SETTLING OUT OF MIGRANTS

The final objective of the program was to settle sample families out of the migrant stream. As of October 3, 1969, a total of twenty-five sample families had definitely settled out in Northern locations. Seven of these families were settled in Idaho, whose add-on proposal concerned settling migrants out. The twenty-five families represent 3.1% of the 394 families in the project sample and 5.8% of those families which were contacted by Northern state staff. These percentages are not significantly different from the estimated 5.0% of migrant families which settle out in the North each year, and are considerably lower than the 10.0% which Texas had hoped would settle out in the North.

This poor success can be attributed in part to the characteristics of migrants which provide a high resistance to their settling out in the North;

their lifestyle, culture and aversion to cold climate operate against settling out. On the other hand, many state projects, ~~particularly in the midwest,~~ gave only a half-hearted effort to the attainment of this objective, and did not perform as well as other agencies dedicated to settling migrants out of the stream because they did not attempt to deal with the more modifiable barriers against settling out such as need for jobs, housing, warm clothing, community acceptance, school placement and funds with which to make the transition.

Assessment of Project Objectives and Migrant Needs

The goal of the Experimental and Demonstration Program for South Texas Migrants is to help migrant workers with their present problems and those incipient problems resulting from increasing mechanization of agricultural activities by developing a capability for service referral and delivery arrangement within state employment services.

The program itself did not clearly specify what operational objectives would be required if the goal was to be met. Indeed, many staff at all levels of the program are unclear about program objectives, and there is considerably less than total agreement on objectives among those who are able to specify a set. The assessment team developed the list of objectives already described above from a careful reading of various proposals and procedures manuals and discussions with program staff. The objectives of maintenance of contact, arranging supportive services and helping migrants to obtain better jobs are all fairly widely acknowledged as program goals by state level project staff.

There is more disagreement and ambivalence concerning the fourth goal, that of settling sample families out of the migrant stream. More than one state E and D Project director has declared it an unfeasible objective. Because of local community pressure on the project in some states, project coordinators have in many cases approached the objective with kid gloves, carefully presenting their activities as being directed toward aiding those families who of their own initiative have a strong desire to settle out, or presenting a "balanced view" of the advantages and disadvantages of settling out with families interviewed. In many locations even the "balanced view" was not presented to all families which were contacted. In short, there was considerable controversy and lack of coordinated policy concerning the goal of settling migrants out of the stream.

An assessment of each program objective and its relation to migrant needs follows.

MAINTENANCE OF CONTACT WITH MIGRANTS

Any assessment of project objectives and their relevance to migrant needs must in part depend upon the impact of successful objective attainment versus the resources devoted to and difficulty in attaining such a goal. Such is the basis for cost-effectiveness analysis, and while there is insufficient quantifiable date to do a formal cost-effectiveness study, the concept serves as a good basis for examining objectives of the E and D Project.

The objective was one of demonstrating that coordinated communication between different state employment services could be used to provide more effective service arrangements for migrants. Optimally, objective attainment would reduce repetition of information-gathering and improve the ability of local employment services to plan to meet needs of migrants. Neither of these benefits has materialized to any great extent. Information exchange has not taken place in sufficient quantity or depth to reduce the repetition of information gathering.

The second benefit is also of minimal importance since services available have never been constrained by migrant needs. The amount of time and money devoted to maintenance of contact with sample family migrants has been considerable. Northern states spent much of their time trying to locate families in the sample, and a great deal of their effort was fruitless.

Because of its experimental nature, it is understandable that the project worked with a pre-selected sample of migrant families during its first year of operation. Much useful information has been gained from this approach. But due to the low cost-effectiveness of such an approach with reference to migrants it seems unadvisable to continue with the objective of maintaining contact with a pre-selected group. If the program is funded for a second year of operation, it is suggested that instead of devoting time and effort to locating specific families, Rural Outreach Interviewers should work with whatever families happen to be in their geographic area. In cases where migrants would benefit from services which could be provided in their home base area but not during migration in Northern states, necessary information concerning family name, home base address, and family needs could be forwarded to the appropriate home base employment service office.

ARRANGEMENT OF SERVICE DELIVERY

Again, using the framework of cost-effectiveness analysis, assessment of the objective of arranging services for migrants suggests that some revision should take place. Optimally, arrangement of service delivery has a direct impact on migrants: a need is met. Attempts at making such arrangements during the first year of E and D operation were not totally successful, mainly because of a shortage of available services and resistance to providing services for migrants by various agencies and groups. This difficulty in obtaining services is reflected in a high cost per benefit of services arranged (see Chapter 5). Clearly the present constraint on migrants receiving services is not an inadequate outreach function, but rather, lack of available services. It is suggested that if the E and D Program is to operate for a second year, whenever staff members recognize services shortage rather than lack of outreach to persons with needs to be the current constraint on services, project staff should devote increased time to service development and less time to outreach for service arrangement, particularly when a reading of the local situation indicates that needed services are either unavailable, not easily obtainable, or oversubscribed.

UPWARD JOB MOBILITY

Optimal effectiveness of providing migrants with better jobs or opportunities which lead to better jobs is quite high. A long range rather than a short term need is met: the migrant enjoys what can be a permanent change in income and permanency of employment. The macro-situation in migrant labor is also improved because unemployment and underemployment are reduced. The costs of objective achievement in this area is not substantially greater than that of arranging other services. In terms of E and D Program resources, the cost of arranging services necessary for upward job mobility is greater by perhaps a factor of 10 than the cost of arrangement for other services, yet the benefit is such that it provides the migrant with a basis for meeting his his family's needs on his own.

Thus, under optimal conditions the objective of upward job mobility is a highly cost-effective one. Objective attainment of the E and D Project in this area has not progressed sufficiently for valid assessment, particularly in Texas where the bulk of this type of activity will take place. It is apparent however that Northern states are not able to function very successfully in meeting this objective because of the itinerant nature of the population they serve. Only when a migrant family decides to settle out can Northern states achieve their objective. Texas has a better opportunity in the area of providing upward job mobility because of the more lengthy stay of migrant families and their low level of employment during that period. On the other hand, the availability of jobs in the Rio Grande Valley is not particularly great. Thus, though the objective is a cost-effective one in terms of migrant needs and available resources, objective attainment is a difficult task. It is recommended that the objective of upward job mobility be continued and that local office explore the pre-conditions for attainment of this objective and develop programs (e.g., economic and job development) to meet these pre-conditions so that more migrants will be able to obtain jobs outside the migrant stream.

SETTLING OUT OF MIGRANTS

The final E and D Program objective of helping migrants settle out of the stream, like the objective of upward job mobility, has a high effectiveness. Although resource costs associated with attainment of this objective are also quite high (higher even than those associated with upward job mobility); these increased costs are not without their benefits. The likelihood of success in resettlement is increased when other needed services are arranged in addition to a job. The E and D Program has not been too successful in attaining this objective until now, principally because of a lack of commitment to the objective on the part of certain program staff in Northern states, but also due to the difficulties involved in successfully settling out families. Like upward job mobility, the objective is a cost-effective one, but one which requires careful task definition and execution.

Findings and Recommendations

Findings and recommendations are presented below under three categories: general findings recommendations concerning changes which are suggested for the program if it continues for a second year in any form, recommendations which should be implemented only if the program is to continue to operate with the same general objectives and structure as it presently has, and finally, recommendations which should be considered if there is a desire to alter significantly the program's objectives and mode of operation, in order to maximize cost effectiveness of impacts on migrants.

GENERAL FINDINGS AND RECOMMENDATIONS

1. Program Administration, Coordination and Operations

*Objectives

Finding: There is considerable lack of agreement between state projects on the goals and objectives of the Experimental and Demonstration Project for South Texas Migrants. Indeed, in various states the project is working toward quite different ends. At the "front line" (Rural Outreach Interviewer) level of the program, there is both confusion about objectives and actions and, in some cases, ignorance of objectives. Differing perceptions of objectives and lack of knowledge of objectives have led to poor coordination between states and have hampered the program's success.

> Recommendation: It is suggested that program administrators at the Washington, D. C. office hold a workshop with state level staff in which participation of all members is encouraged so that a consensus can be reached concerning goals and objectives of the program. Such clarification will result in better coordination between states and more effective action toward attaining the agreed upon goals and objectives.

*Late Funding

Finding: Though several states complained that late funding had hampered the success of their operations, there were few cases of irreparable damage and by mid-summer most states seem to have overcome any time loss caused by funding delays.

*Hiring

Finding: Quantitative analysis indicates that the adequacy of hiring procedures affects the quality of staff in terms of its experience in similar work and its commitment to goals and objectives of the project. There was also found to be a relationship between commitment to the project on the part of staff and the effectiveness with which staff were working to arrange services for migrants.

It was also found that staff who worked on the project who had been previously engaged in employability activities did not perform as well in the areas of service development and arrangement.

Finally, some states (for example, Texas) hired Anglo non-bilingual Rural Outreach Interviewers.

Recommendation: Hiring guidelines should be established by the national office and influence exerted on the states to adhere to guidelines as closely as possible. These guidelines might take the following form for the position of Rural Outreach Interviewer and local Project Coordinator (criteria are listed in order of importance):

Rural Outreach Interviewer:

- bilingual
- former migrant
- two years experience outside migrant stream
- high school education or equivalent
- "street knowledge."
- committed to goals and objectives of program
- young (20-30)

Local Project Coordinator:

- experience in a social service agency or the employment service
- middle aged (30-50)
- college degree or some equivalency of experience

*Civil Service Criteria

Finding: Many potential outreach workers could not be hired because they did not meet state Civil Service criteria for the job equivalent of outreach interviewer. The most serious deficiency was in education. Many of the settled out migrants have not even finished high school, whereas most states require some college for the position of ROI.

Several states were able to hire migrants by substituting experience for the requisite education. The ROIs who were hired in this manner have proved to be as qualified as college-trained interviewers, and were very effective in establishing rapport with migrant families.

> Recommendation: Hiring of Rural Outreach Interviewers according to criteria described above should not require exceptions to state Civil Service criteria. The person who has settled out of the migrant stream has received far more education about migrants in and out of the migrant stream than could be taught in a college classroom. This experience alone is the equivalent of the formal educational requirement. Project direction in the various states should develop strategies for obtaining properly qualified personnel. These strategies might include:
>
> 1) specifying new civil service positions with special criteria and working for their acceptance
> 2) negotiating with Civil Service to substitute pertinent for irrelevant criteria on already approved positions.

*Training

Finding: There is a definite link between the length and adequacy of training on the one hand and the ability of staff to operate effectively toward arranging service delivery for migrants. In states where training periods were short and did not include on-the-job training, emphasis tended to be on state employment service policies, operations and procedures. With this type of training, project staff were poorly prepared to perform the tasks of service development, migrant contact and arranging services.

> Recommendation: Training for new staff should emphasize the unique knowledge and skills necessary for working on the E and D

Project. Included should be education in tasks necessary for objective attainment, such as service agency coordination methods, service development methods, outreach methods, discussion of possibilities of the ROI role as a migrant advocate, methods of coordination with other states, and so forth. Before a new staff member begins to work in a given area, he should be given location orientation by someone familiar with the area. This orientation should include introductions to key persons in the employment service and other agencies, education in the location of migrant labor camps, introduction to employers, explanation of the local political situation, and so forth.

*Workshops

Finding: Instruction of and information exchange between project staff members, both within and between states, is limited. Many project staff members report feeling alienated from the E and D Project organization and making mistakes which they felt could be avoided if they knew of others experiences.

Recommendation: Workshops should be held in Northern states for all project staff in three-state areas after the first few weeks of project operation so that common problems can be discussed, feelings of project solidarity can be established, and problems of interstate coordination can be worked out. In addition, regular regional and tri-regional meetings should be held to resolve problems.

*Service Availability Handbook

Finding: there is a lack of information about availability of services in other local areas which makes it difficult for project personnel to counsel migrants adequately and help them plan for service delivery in a different location. This gap is most serious at present between Northern states and Texas, because that is where the greatest information exchange is utilized. The result has been that Texas has promised services to migrants in Northern states where no such services exist in Northern states, and Northern states have not been able to properly counsel migrants about opportunities in Texas because of a lack of information.

Recommendation: That the National Office coordinate the development of a handbook listing all services and their availability and source in the various locations. This handbook would be distributed not only to E and D personnel, but also to other service agencies. The handbook should be periodically revised on the basis of new information.

*Camp Location List

Finding: In local areas where there are numerous camp locations, farm placement offices do not have adequate information about camp locations, owners, owners' phone numbers and other relevant information. This lack of information has made maintenance of contact with migrants a difficult task.

Recommendation: Project staff or other personnel in these states should obtain or compile such a list.

*Settling Out

Finding: There is an ambivalence among state project directors towards the goal of settling migrants out of the stream. Rural Outreach Interviewers and other staff at the local level are unsure of what steps should be taken with regard to ascertaining desire of migrants to settle out, and have no clearcut plan of action to help those families who do wish to settle out. Finally, the E and D Project does not have funds available for use in helping families to settle out, and many of the problems of transition from the migrant stream to a settled out life (problems such as need for income until a job can be found, need for winter clothes, etc.) are ones which require money rather than services.

Recommendation: It is suggested that the E and D Project at all levels explore what services and resources can be offered to families which are interested in settling out. One possibility involves the granting of a stipend from the National Office to a local area for each family which settles out the money to be applied directly to that objective. Whatever resources turn out to be available, project staff should offer these resources to migrant families as an incentive for them to settle out.

*Recruitment of Migrants for E and D Work

Finding: Rural Outreach Interviewers maintain extensive and close contacts with the families which they are able to contact. If ROIs were to continue to operate in this same role, they would eventually become hardened to the problems of migrant families, and therefore, less effective in dealing with these problems. The experience itself, however, is a positive one, particularly for former migrants, because it improves their ability to operate in the non-migrant world.

Recommendation: The E and D Project should work to benefit migrants not only through the services of the program, but also by recruiting migrants to work in the program. Outreach interviewers should be encouraged to use this first step as a basis for mobility into college, supervisory or training positions. Such activity will provide the Mexican-American migrant population with an increasing number of members with skills necessary for their community; it will help employment services to come closer to minority group integration, and it will provide employment services with a skilled supervisory staff for E and D Project expansion or work on similar projects.

2. Program Personnel and Structure

*Overall Coordination

Finding: There is an absence of exercise of authority for overall coordination of the E and D Project. Although certain documents indicate that the Texas E and D Director is to fill this role, he has neither the time, the interest, nor the authority to do so. Coordination has occurred on an informal basis between Texas and regional staff in the Midwest and Northwest, with the Federal Farm Labor Office serving as an informal mediator. The Federal Farm Labor Office has worked to meet needs of individual states for additional funds and new programs, but has not provided sufficient overall direction for the on-going operations and problems of the program.

Recommendation: The National Farm Labor Office should fill the leadership and authority void now in existence by making decisions not only concerning funding, and program development but also concerning operation and procedures. Communications channels should be structured such that problems filter up to the lowest administrative level at which they can be resolved. Routine communication which does not require new policy decisions should take place at the lowerst possible level of administration.

*Job Counselor

Finding: Quantitative analysis indicates that the presence of a job counsellor employed full time by the E and D Project results in higher rates of settling migrants out of the stream. Projects which did not have a full time job counsellor seemed to have difficulty working well with regular employment service job counsellors.

> Recommendation: The E and D Project should employ a full time job counsellor at each project, if possible. This individual need not have all the qualifications of a regular job counsellor, and should engage in other activities relating to the E and D Project beside counselling. For example, the job counsellor could serve as project coordinator and service developer.

*Bilingual ROIs

Finding: In a number of locations (particularly Texas), Anglo-American individuals were recruited for the project positions even if they were not bilingual. This policy was justified on the grounds that no Mexican-Americans met the educational requirements. Such a policy is counter-productive to the project's objectives, since Anglos who are not bilingual have difficulty establishing rapport with any Mexican-American and cannot communicate at all with non-bilingual Mexican-Americans.

> Recommendation: E and D Project directors should make intensive efforts to recruit bilingual former migrants for staff positions. The National Farm Labor Office should exert all influence possible to see that such a policy is carried out.

*Relation of Project to Local Office Manager

Finding: Presently, some outreach interviewers report to and are directed by the local office manager. The regular policy and practice of many local office managers is not consistent with the type of activity being performed by the outreach worker. This results in a conflict between the local office manager and the ROI which usually results in the ROI being less aggressive and less effective in providing counsel and services.

> Recommendation: The local office manager should be advised as to why the outreach approach is necessary. If this concept can be conveyed, greater participation and enthusiasm may

be secured from the local office manager.

An E and D coordinator operating at the local offices could promote this concept with both the ROIs and the local office manager. At the same time, he would act as a buffer between ROIs and the local office manager. This would allow greater autonomy of operation for the ROIs.

*Local Office Manager Contacts

Finding: Local office managers are in a position to secure agreements from other local community agencies, but have not done so to the extent possible. Local office managers know and coordinate with numerous agencies in the local community. However, only limited use has been made of these contacts, since local managers have not been fully oriented to the goals and objectives of the project and are not familiar with the kind of agreement needed for the outreach effort.

> Recommendation: More information should be given to local office managers so that they will be better able to obtain the commitment of services in the local area for the benefit of the program. This would eliminate many of the difficulties which the outreach workers have previously encountered in going to the agency on individual cases and getting service commitments on a one-to-one basis.

3. Migrant Information

*ED-5 Forms

Finding: The actions required to meet a migrant's needs are unclear because the Family Data Sheet (ED-5) specifies needs and final outcome only and all other information concerning action taken regarding those needs is scattered and/or buried in forms such as the daily log kept by the ROI.

> Recommendation: An "Action Log" for each need of each family member should be maintained in the action folder to indicate the latest action taken with regard to that need and the next action which has not been taken but should be taken. This information should be kept until all action necessary, desirable or feasible has been taken. The out come should then be entered on the Family Data Sheet.

***Diversity of Forms**

Finding: The form and level of information being reported in the various states varied. There is little correspondence in terms of forms being utilized, or in the way common forms are filled out.

> **Recommendation: All forms being utilized should be obtained so that standard forms can be developed on that basis. The standard forms should include information which will most accurately and uniformly document the E and D Project.**

***Overdocumentation**

Finding: Many of the projects are documenting their process of activities in such detail that they spend an excessive amount of time on paper work. Overdocumentation hinders the outreach workers and is so voluminous that it is difficult to interpret without first being summarized

> **Recommendation: Outreach interview reports should concentrate on reporting outcomes rather than devoting excessive time to process. The level of information can be maintained (even improved) and more time will be made available to the ROIs for contacting agencies and families.**

***Space for Reasons for Nondelivery**

Finding: Forms supplied by Texas provide for only limited responses. Many states object to two columns on the ED-5 for services needed and services completed. Such representation does not show the efforts required to secure those services and reasons for non-delivery.

> **Recommendation: More space should be provided to reasons for non-delivery. This information will be useful to document deficiencies and bottlenecks in service delivery.**

4. Service Agency Coordination and Service Development

***Special Character of the Migrant Population**

Finding: Many services in Northern states are not oriented toward Mexican-American migrant workers' needs and situations. Some services are underutilized by migrants because of cultural and communications barriers to knowing about, feeling a need for, and "feeling at home with" such services. The E and D Project is working to reduce such barriers. In other cases (such as food stamp

programs and unemployment compensation) criteria for receipt of services discriminate against migrants. This most frequently occurs when previous income is used as a predictor for future need. Finally, the turn-around time for receipt of some services is too long to benefit migrants.

> Recommendations: The Department of Labor should engage in an intensive effort to educate other federal agencies about the special nature of the migrant population and its needs. Similar efforts should be carried out at the state and local employment service levels.

*Local Coordination among Agencies

Finding: There is a general lack of coordination among service agencies working to help migrants in local areas. This lack of coordination is manifested in duplication (e. g., more than one program), overlap (e. g., two agencies providing the same service to some of the same migrants) gaps (e. g., when overlap occurs, needs which could be met are left unmet; and when there are no programs to meet needs), timing (e. g., programs which are not geared to migrant arrivals and departures), and time of day (migrants cannot take advantage of services while they are working in the fields).

> Recommendation: The problem of coordination should be dealt with at all organizational levels so that the already scarce resources available for services are not wasted. Federal agencies involved in migrant services should set up a planning force to develop a method of task allocation at the federal level.
>
> The results of this planning effort should be made known to involved regional and state agencies and offices. These offices should be asked to comply with federal coordination guidelines. Finally, local planning force meetings should be held with all agencies and interested groups. These planning groups should incorporate and modify as necessary the federal coordination guide-

lines so as to optimize the use of locally available resources for migrants.

*Service Availability Information

Finding: One reason for low levels of service delivery is that Rural Outreach Interviewers are poorly informed about service availability in their local areas. A considerable amount of time is wasted discovering or rediscovering service availability.

Recommendation: The Department of Labor should compile a master checklist of services which could and/or should be available to migrants. This checklist should then be distributed to state and local employment service offices, where intensive efforts should be made to locate such services and document their availability, capacity, source, requirements for delivery, and other pertinent information. This information should be compiled on a local, state and national basis and distributed to all project areas. It should be updated as necessary.

*Block Service Development

Finding: Identification of potentially available services, coordination with service delivery agencies, and development of previously unavailable services have been activities which have been slighted to some degree in the E and D Project. One extremely prevalent aspect of this problem is the tendency to secure services on a one per need basis rather than developing blocks of services for blocks of needs. Reasons for poor service development include: 1) poor emphasis in training; 2) lack of a personnel position in charge of this type of activity; and 3) ROI reluctance to assume such a role. Quantitative analysis of program data indicates that the adequacy of activities devoted to finding services has a direct impact on the ability of the E and D Project to deliver services to migrants.

Recommendation: Greater emphasis should be given on methods of service development during training. This training should include instruction on how to obtain commitment for large blocks of services. Finally, one E and D staff member at the local level should be given clear authority for coordinating service development.

*Service Delivery Seminars

Finding: Outreach interviewers gained most of their knowledge about services by trial and error, while on the job. The trial-and-error method did effectively teach the ROIs how services are obtained, although it required a great deal of time. Other ROIs were then forced to go through the same process to learn about the same service.

> Recommendation: Informal seminars could be conducted on the job to discuss service delivery; the problems which the outreach workers have encountered could be communicated to the group during such sessions. The presence of an experienced interviewer to transmit previous experience of ROIs would provide a more uniform and broad base of knowledge for all. These sessions would also serve as a forum for comparing experiences and actions taken for different family situations. A more formal seminar might be conducted among outreach workers from several different states.

*Negotiations with other Agencies

Finding: E and D Project staff make little use of services available through employment service facilities. On the other hand, ROIs have not developed effective coordination methods whereby they would act as outreach personnel for the other agencies.

> Recommendation: The E and D Project should exploit its outreach capability by negotiating with other agencies to guarantee a screening/transportation/intake function in exchange for guaranteed services. This would permit the "purchaser" agency to concentrate on service delivery.

*Migrant Rest Stop Services

Finding: Migrants do not take advantage of available services in Northern states for many reasons, foremost among them being their remoteness from service delivery locations and their lack of time during the work season to take advantage of services.

> Recommendations: The migrant rest stop program should be continued and strengthened by making short turnover services (such as medical checkups, innoculations, and quick dental work) available in one location.

5. Migrant Needs for Services

*Migrant Information Gap

Finding: Migrants suffer from an information gap because of their high geographic mobility and social isolation in migrant labor camps. This information gap prevents migrants from being aware of their legal rights and social options.

> Recommendation: The ROIs should use their presence in migrant labor camps to provide information to migrants that they could otherwise not obtain. Migrants could be educated in wage deduction rights, social security rights, legal rights and methods of obtaining such rights. The Department of Labor should prepare information outlines on these and other topics to be distributed to ROIs.

*Education in Impact of Mechanization

Finding: The economics of the migrant way of life as compared to settling out is not well understood by migrant families (who have a great deal at stake in such a move). Migrants do not understand the implications of mechanization, nor do they realistically consider the change from a short migrant work season by whole families to a full work year by a family head.

> Recommendation: The Department of Labor should prepare and disseminate to migrants a bilingual pamphlet describing the impact of mechanization on their lives and the possible options available to them. The pamphlet should provide a realistic picture of the costs and benefits of each option. The pamphlet should be distributed to all employment service offices serving migrants to other federal agencies for distribution through their offices

serving migrants, and to E and D Project staff for distribution during their work with migrants.

*Migrant Loan Fund

Finding: In some cases employers involve migrant farmworkers in a cycle of economic indebtedness by loaning them money during the winter months or during periods when there is no work available and deducting loan repeayments from family wages at a later date. The practice bears some resemblance to "company stores" in coal mining towns during the 1920's.

Recommendation: The Department of Labor, in conjunction with state employment services, should work to end this unhealthy practice and foster migrants' ability to manage their own affairs by establishing a no-interest migrant loan fund which would provide loans to migrants during their down time.

*Skilled Farm Labor MDTA

Finding: Skill requirements for available agricultural jobs are increasing even as the total demand for migrant labor is decreasing. Both these trends, of course, are due to mechanization of agricultural tasks.

Recommendation: The Department of Labor, in coordination with state employment services, should set up additional MDTA courses specifically for the purpose of training migrants in the operation of agricultural and food processing equipment.

*Migrant Labor Underemployment

Finding: Even during the migrant labor season, there is unemployment and underemployment of migrants due to geographic surplus and crop schedules. The pool of available migrant labor is maintained at a high level so that shortages can be avoided, but the impact on the migrant is underemployment.

Recommendation: The Department of Labor should explore the feasibility of implementing a migrant labor force geographic and time-based planning and allocation model which would maximize migrant employment by eliminating labor shortages and surpluses. The model would also have the impact of reducing the size of the total migrant labor force and would thus decrease overall unemployment. A more lengthy discussion of this model is included in Appendix II of this assessment.

*Impact of Mechanization

Finding: There is a great deal of rumor and myth surrounding the impact of mechanization, but facts about its projected impact on the migrant labor pool are not readily available. Although there is some information about the rate of mechanization of various crops, the degree to which mechanization will unemploy and underemploy migrants is not clear. Nor is there information available about costs in comparison to benefits of various courses of action by present employers of migrants.

> Recommendation: A study of the impact of mechanization, perhaps utilizing a dynamic programming or industrial dynamics approach, should be made so that better planning for the transition can be made by employers, government and migrants. This better planning would minimize the adverse effects of the transition.

RECOMMENDATIONS FOR THE NECESSARY CHANGE SITUATION ONLY

1. Program Administration and Coordination

*Negative Attitudes

Finding: Negative attitudes toward the project's objectives and activities on the part of some state E and D Project Directors and local office managers (often not directly connected with the project) have restricted the activities of project staff in some local areas and caused the program to operate less effectively than it could. Quantitative analysis indicates that such factors as attitude of the state director have an impact on all project operations from hiring and training to service delivery and settling out.

> Recommendation: If the program is to be continued within the same general structure, steps must be taken by the national and regional Farm Labor Operations offices to modify the attitudes of state project directors who are

presently opposed to the program. Where these attempts are unsuccessful, steps should be taken to minimize the negative impact of the state directors' attitudes. Such steps might include extensive work with local staff members by regional staff and, in general, strong support to local staff in their activities. In cases where local office managers are opposed to project operations, attempts should be made to change their attitudes. Where this is unfeasible, regional and state level staff should set the project up so as to minimize the authority and influence of local office managers on the project.

*Communications Channels

Finding: Communication between various state projects is slow and channels of communication are cumbersome, mainly because information must flow from a local to state office, then to another state office, and finally to the second state's local office. The difficulty and time consumed by use of such channels inhibits the amount and type of information which flows through such channels. In many cases, ROIs do not utilize communication channels for small bits of information (e. g., more detailed migrant destinations) because of the amount of work involved.

Recommendation: Communications for routine information should be streamlined by having direct exchange of information (both by mail and by phone) between local offices in different states. State offices could be sent carbon copies of such communications so that they would be aware of transactions' content.

*Settling Out Approach

Finding: State project E and D staff have reacted to the settling out situation in two general ways: 1) In the Midwest states, ROIs have been instructed to provide a "balanced" picture of settling out to migrants. They have done so, carefully describing the pros and cons of such a move to migrant families. The result has been little or no interest in settling out on the part of sample families.

2) In the Pacific Northwest region, ROIs (who are often settled-out former migrants themselves) have acted as advocates of settling out in their discussions with migrants. This tends to yield increased interest in settling out and concrete activity (e. g., job counselling, placement and housing location) towards that goal.

> Recommendation: If settling out is to be an objective of the project, project tasks and operations at the local level should be modified so that the objective can be achieved. ROIs should be encouraged to discuss with all families problems and benefits of settling out. A clear set of service capabilities (e. g., job placement, housing location, transition subsidy) should be maintained, and migrants should be informed of the availability of these services should they desire to settle out.

2. Program Personnel and Structure

*Project Organizational Connections

Finding: In a number of Northern states, the local Employment Services and Farm Placement Bureaus represent employer-oriented operations in which the primary stress is on employability and filling manpower needs of local employers. This situation is often reinforced by social connections among employers and Employment Service representatives, all of whom are to some extent part of a managerial elite in Northern state farming communities. In addition, Farm Labor Bureaus are showing increasing concern for survival of their placement and clearance function. This is a result of: 1) knowledge that migratory patterns are in many cases routinized, and, therefore, no longer need clearance orders; and 2) more stringent Federal housing regulations for migrants which have precipitated a decline in the number of clearance orders processed by the Farm Labor offices.

Thus, in the present situation, the Farm Labor office can often stay busy only by: 1) not enforcing housing regulations strictly, and; 2) not alienating those employers who, though they could recruit without ES help, do go through Employment Service channels to get their labor.

Placing a migrant-oriented service arrangement project within the framework of such an organization in many cases unnecessarily restricts project activities and prevents ROIs from being optimally effective. Quantitative analysis indicates that during the past year, projects operated most effectively if they were located within the local Employment Service office but were independent of direct control.

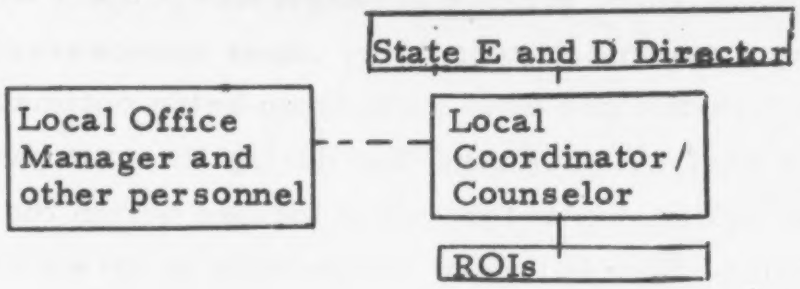
> Recommendation: Ways should be sought whereby the E and D Migrant Project can become independent of any local office control. Regional and state staff should work to arrange projects so that they are located within local E.S. offices but are not under the direct or indirect control of regular employment service personnel. If such an arrangement cannot be established, the project should be located outside of the local Employment Service office (for example, in a jobmobile).

*Local Project Organization

Finding: Direct line control of the E and D Project by the Local Office manager has in most cases where it has occurred resulted in a loss of project effectiveness. ROIs felt constrained in their roles: in some cases LOMs placed restrictions on their working hours and activities which made it impossible for them to work towards attainment of the project's objectives. Quantitative analysis shows that projects which operated under direct local office control were generally ineffective. On the other hand, analysis of data indicates a definite need for a clear directive and managerial position in the E and D Project at the local level. Finally, projects which employed a full-time job counselor were found to operate more effectively than those without one.

> Recommendation: The local E and D Migrant Project should be independent of direct Local Office Manager control. There is a need for a project coordinator and for a job counselor at the local level. It is suggested that one person fill these two roles. The person's principal duties would be direction and coordination of ROI acticities, development of service commitments and new services, counseling of migrants, and liaison between the project and the local office in order to effectively utilize the offices' capabilities in job training and job placement. The organization

of the project would be as follows:


State E and D Director
Local Office Manager and other personnel
Local Coordinator / Counselor
ROIs

*ROI Role

Finding: There is a lack of clarity concerning ROIs' role. The confusion occurs in part because the term "outreach interviewer" in other contexts refers to a representative of a social service agency who recruits participants for the agency's programs. The ROIs do not in general fill this type of role. They rarely have any services which they themselves can offer migrants. Instead, they must usually act in the role of migrant advocates who pave the way for migrants to receive services from a variety of sources.

Recommendation: Negotiations should be carried out with service agencies to allow ROIs to act as their direct outreach interviewers with full powers to arrange services. If this approach proves unworkable, ROIs' role should be redefined as that of migrant advocate and ombudsman. This redefinition would require giving ROIs a broader mandate as to the types of activities they would engage in. Such activities might include migrant education in family budgeting, pursuing legal rights of migrants, and acting as a persistent champion of migrants' rights to services from local agencies.

3. Migrant - Program Interaction

*OEO Guidelines

Finding: Many of the E & D project families are above OEO poverty guidelines. This means that they do not qualify for any OEO programs. OEO provides the services which are most beneficial to migrants and is a major resource used by the Rural Outreach Interviewers.

Recommendation: Texas interviewers should ensure that families selected for the sample will qualify for OEO help in the states to which they are going.

*Needs Identification

Finding: Due to the limited depth of the interviews conducted by Texas ROIs, many needs of migrant families were not stated or were not researched sufficiently to allow Northern participating states to try to plan for service delivery.

> Recommendation: More thorough interviews should be conducted in Texas to verify family needs. Summaries of needs by category of service and Northern destination should be forwarded to appropriate Northern staff.

*Promises in Texas

Finding: Many promises were made to project families by Texas interviewers which could not be fulfilled by Northern states. Some services promised by the Texas ROIs do not exist or were not contemplated as within the scope of the project. A great deal of time has, therefore, been spent in Northern states apologizing to families for over-promises and then regaining families' confidences that some things could really be done.

> Recommendation: Texas interviewers should not make promises which cannot be kept. Texas interviewers should know what services are available in the North and should conduct more interviews to ensure that families understand the project and what it can and cannot do.

*Destination Information

Finding: Present information supplied by Texas to Northern states is not as complete as it might be. Northern states in most cases had difficulty making first contacts with migrant families on the basis of available information. In many cases more detailed information about destinations was available in Texas but not provided to Northern states.

> Recommendation: Texas should make every effort to obtain and supply more detailed information about family destinations to Northern states. Of particular help would be inclusion of a copy of the Annual Worker Plan (giving a series of destinations and approximate lengths of stay) in each family folder.

* Loss of Contact

Finding: Contact with the migrant family is usually lost after the first stop on the migrant itinerary, since ROI contact with sample families is not frequent enough to be sensitive to departures. Thus, family folders are seldom forwarded to the migrant family's next sojourn location.

> Recommendation: Some method should be provided to allow the migrant to inform the Employment Service of his new location after he has left an area where contact has been established. One method might be to provide the migrant with a pre-paid post card addressed to the office which last contacted him. The migrant would fill in his new address after he had arrived there, whereupon the old office could forward the appropriate folder and the family's new address to the new location office.

4. Service Agency Coordination and Service Development

*Lack of Service Availability

Finding: A number of services (e.g. medical and dental care, eye examinations) were either unavailable or not available in sufficient quantities in many project locations. In general, the lack of available services rather than poor outreach activity is responsible for the low level of service delivery.

> Recommendation: The Department of Labor should determine what services were unavailable that could be reasonably provided. It should then report to federal, state and local governmental agencies and other organizations on needs for additional migrant services so that appropriate agencies can work to provide these services whenever possible.

*In-season Placement in Programs to begin at end of Season

Finding: Little activity toward the objective of upward job mobility has taken place as yet. Northern states maintain that they cannot engage in counseling, placement in job training slots or placement in jobs until the end of the farm labor season. Since migrants rapidly depart at the end of the season, no time is left for placement activity then.

Recommendation: Though actual placement cannot occur until after the farm labor season, Northern states could include policy provisions for placing migrants during the season in programs which begin after the season ends.

RECOMMENDATIONS FOR MAXIMUM IMPACT OPTION

*Presented Sample

Finding: Efforts to maintain contact with a preselected group of migrant families as they move among various Northern state locations have not been particularly successful. A great deal of project effort and resources has been devoted to this activity, and the effort has not resulted in any substantial benefits for the families involved.

Recommendation: It is suggested that the E and D Project drop efforts to maintain contact with a preselected group and keep extensive family records, and devote the freed human and financial resources to more extensive outreach activity and providing funds for actual services. ROIs would thus work with all families in a camp. Information exchange among states would be substantially reduced: only in cases where a service could not be provided in one area, would the office of the migrant's next destination be informed. This would be most useful in cases where migrants wished to enroll in a training or education program in the home base area.

*Negative Attitudes

Finding: Negative attitudes toward the E and D Project on the part of some state E and D directors and local office managers have had adverse effects on the project.

Recommendation: The revised objectives of the program would significantly reduce the need for interstate and interoffice coordination within the Employment Service. Reduced coordination needs decrease the need for the project direction. It is therefore suggested that ROIs be granted more autonomy in their work, and that they use this autonomy to operate principally as links between migrants and other service agencies. The project coordinator/counselor would direct and coordinate the effort as well as provide liaison to the Employment Service and develop new services.

*Service Agency Resistance

Finding: There is a resistance on the part of many local and state service agencies to providing services for migrants who are not year-round community residents. This resistance is manifested in a variety of ways, from outright refusal to arrange services to making procedures and processing time for service arrangement beyond the ability of migrants to meet.

Recommendation: The Department of Labor on conjunction with State Employment Services should document cases of discrimination against migrants. Documentation should include information on what service agency is involved, where it receives its funds, and how migrants are excluded. The Department of Labor should report exclusions policies to those federal agencies who are involved in funding. If the appropriate agencies cannot rectify the situations, the Bureau of the Budget should be informed of fund misuse. Where legal questions are involved (e. g. in the enforcement of housing and wage regulations), the Department of Labor should work with the Department of Justice to bring pressure to bear concerning enforcement.

In cases where federal funds are not involved, the Department of Labor should encourage state Employment Services to initiate similar actions at the state level.

*Use of E and D Funds

Finding: The program cost through the end of February, 1970, will be approximately $780 per family. Little of this money has been directly applied to the costs of benefits for migrants. The great bulk of the money has been used for program staff, travel, supplies and communication. Secondly, the cost per service delivery arranged in Northern states averaged somewhat over $600.

Recommendation: Ways should be sought to utilize project funds for purposes of direct benefit to migrants. Because of the reduced staff necessary to serve the same population size (resulting from dropping the maintenance of contract objective), funds could be made available for a variety of programs, such as:

1. Paying some or all or the costs of services provided by other agencies, thus increasing the incentive for those agencies to serve migrants.
2. Providing grants to groups of migrants who wish to provide some service such as improvement of camps, or developing of services upon receipt of an adequate proposal.
3. Providing low interest loans to migrants for direct profit small business investments.
4. Providing stipends for use by families which are settling out during the transition period from agricultural work to employment at a full-time non-agricultural job.

*Settling out as an Objective

Finding: Lack of clarity and lack of support of the objective of settling migrants out of the stream has lead to poor objective attainment of this area.

Recommendation: ROIs should be given greater freedom in working toward this goal. Procedures should be explored whereby the rate of settling out can be increased. These procedures might include more detailed survey of families concerning their settling out intentions, development of incentives for settling out, informing migrants of such incentive programs, and providing stipends for the settling out transition.

*ROI Temporary Duty

Finding: The utility of the ROI is not maximized by his presence in the Employment Service office. Some ROIs interviewed reported that they felt they could work more effectively toward meeting migrant needs if they worked at other locations.

Recommendation: ROIs should be assigned to temporary duty working out of delegate agencies such as Migrant Opportunities Centers. This practice would have the advantage of increasing the ROIs' abilities to work with these agencies and increasing the outreach capability of agencies which provide most of the services.

Migrant Labor and Scenarios of Government Operations during the 1970's.

In order to effectively aid the migrant population in dealing with its special problems, it is important to consider basic problems and ultimate government goals, as well as assessing current operations and recommending modifications of existing programs. A long-range theoretical analysis of the problem has the advantage of being unconstrained by the realities of present day politics and programs. Approaches can be considered which might not be immediately feasible under present conditions, but which, nevertheless, may represent the optimum methods of dealing with problems of the migratory agricultural labor force.

It is particularly important that this type of analysis be done for migrant-related activities, because this labor force is a population with the unique characteristic of high cyclical seasonal mobility which makes it even more difficult to deal with than other poverty income groups. During the decade now closing, for the first time there has been increased interest at the federal government level in dealing with the problems of migrants. The result has been the addition of several federal programs to the already existing (though generally inadequate and ineffective) state and local programs. The federal programs include the Public Health Service's Migrant Health Program, OEO's Community Action Migrant Programs (CAMPS), OEO's Migrant Opportunities programs, the High School Equivalency Program (HEP) for migrant children, and, of course, the Department of Labor's Experimental and Demonstration Program for South Texas Migrant Workers. Though the objectives of each of these programs differs somewhat from those of the others, there is necessarily some duplication of effort and waste of resources. Numerous times during the course of the present assessment, situations have been discovered in which representatives of several different social service agencies and programs were competing for members of the migrant population. In one case, more than ten different agencies were working with migrants in one camp.

Such situations point up an interesting irony: although it is a foregone conclusion that presently available services are insufficient to meet migrant needs, present activities are inefficient and poorly allotted. The needs of migrants are too great to allow such a situation to continue unabated; yet, in many cases there is a competitive and uncooperative situation existing among the various agencies, with each seeking to establish that it has the unique capabilities necessary to deal with the migrant population.

From a theoretical point of view it may be agreed that such competition is inefficient and costly. There is an obvious need to consolidate or coördinate the efforts of various agencies, retaining the advantages of each while avoiding their disadvantages.

The question at hand thus becomes "What should be the structure, coordination and activities of government organizations for the migrant population?" The answer to such a question depends on several factors: 1) definition of migrant problems to be dealt with; 2) assumptions concerning the role of government in dealing with social problems; and 3) the projected situation with respect to other actors (e.g., migrants, employers, and unions).

In the course of its assessment of the Experimental and Demonstration Program for South Texas Workers, Abt Associates has identified a set of major problems facing migrant workers. Some of these problems are inherent in the present social system of agricultural labor; others are caused by actions towards migrants by other groups; and still others stem from projected changes in the migrant situation resulting from mechanization and other factors. The problems identified are discussed in other sections of this report. Briefly they are:

1. Below poverty level median incomes of migrant families;
2. Unethical and unfair practices relating to the distribution of wages to migrants;
3. Economic indebtedness of migrants to employers and crew leaders;
4. Declining job opportunities in migrant labor;

5. Loss of income due to surplus of labor;
6. Employer loss of income due to short-term labor shortages;
7. Lack of cooperation of some local and state agencies in providing services to migrants;
8. Poor health conditions and medical care;
9. Poor housing;
10. Inadequate education; and
11. Difficulty in making the transition from migrant work to other occupations.

Several assumptions should be made explicit in order to initiate government activities to deal with these problems. First, we may assume, with the National Advisory Commission on Rural Poverty, that "the United States today has the economic and technical means to guarantee adequate food, clothing, shelter, health services, and education to every citizen of the Nation."[1] The problems listed above are not to be taken lightly; solutions can and must be achieved in some manner or another.

Second, assumptions must be made about the role of government in dealing with social problems such as those listed. The Democratic administration just completed based its programs on the proposition that where various private sectors of our society had failed to deal with their problems, or had generated problems which they were incapable of dealing with, it was then the role of government to act to deal with such problems. The present Republican administration eschews such an active role of government and works to base its solutions to social problems on policies and programs which permit other sectors to operate more effectively to deal with their own problems. Let us then make two assumptions in order to develop scenarios: 1) the problems described above must be dealt with in some manner as part of our national priorities, and 2) the government's role in this activity should be to restructure the operation of various private sectors so that they may operate more effectively to deal with these social problems.

The situation which the government will face in the agricultural labor market may be extrapolated on the basis of present policies and

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[1] The President's National Advisory Commission on Rural Poverty, The People Left Behind (Washington: U.S. Government Printing Office, 1967), p. xiii.

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trends. Contemporary sociological theory[2] indicates that cultural and social changes are usually adjustments to changes of a technological or economic nature. Though economic change cannot be easily predicted because it is largely shaped by private practice and public policy, technological change can be characterized as a monotonically increasing function (see Figure 2.1). This is because technology acts to decrease operating costs per unit of demand (increase efficiency), and because within a given problem area, resources devoted to research and development plus the various spinoff and feedback effects of technological innovation yield fairly constant change rates of technological impact.

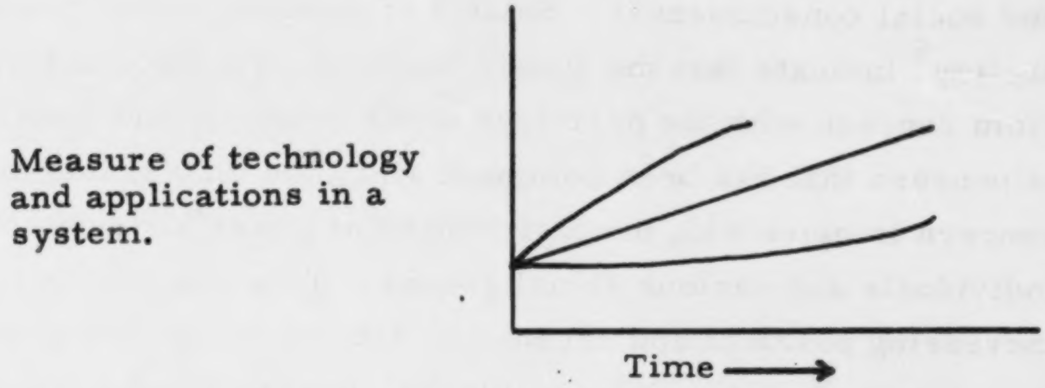

Figure 2.1:
Examples of Monotonically Increasing Functions

Although actual data on degree of mechanization is presently unavailable, the trend is nevertheless clear: mechanization will continue over the next decade to decrease the overall demand for migrant labor and increase the demand for skilled migrant and year-round labor. There will still be residual needs for unskilled migratory labor, but by 1980, the great bulk of American crops (one estimate is 90%)[3] will be machine-harvested.

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[2] See especially William F. Ogburn, On Culture and Social Change (Chicago: University of Chicago Press, 1964).

[3] Joseph Kasper, speech at the Chicago meeting of E & D personnel, July, 1967.

[4] See, for example, J. Zvi Namenwirth, "Short and Long Term Trends in American Political Values: A Content Analysis of 64 Political Party Platforms," (unpublished paper).

Several other trends can also be projected. According to the Texas Employment Commission, there is presently under way a migration of skilled farm hands to urban areas in Texas. This trend is likely to continue in other sparsely populated states as they continue to industrialize during the coming decade. Thus, there will be a continuing demand for skilled farm workers during the 1970's.

One other trend seems both projectable and worthy of note: migrant workers during the coming decade will continue to move toward political and social consciousness. Studies of changing value concerns in American society[5] indicate that the United States is presently undergoing a transition from concern with the problems of the economy and distribution of wealth (a concern that has been dominant since the 1920's) into an era where the concern is more with the distribution of power and control over destiny of individuals and various social groups. This concern is evidenced by the increasing political and organizing activity of various groups which consider themselves disenfranchised: blacks, Puerto Ricans, students and youth, Indians, and Mexican-Americans. Because of increased access to information independent of established media, these various groups have been formulating analyses of their respective situations and seeking ways of promoting and protecting their interests in those situations. It is more than likely that this increased concern with power will continue through the 1970's, with the migrant population as well as with other groups.

On the basis of these projections, a scenario for the coming decade might be as follows: Mechanization will lead to increased rates of unemployment at the very time when migrants are beginning to develop political consciousness. Differential rates of mechanization in various crops will disrupt present seasonal sequences of migrant employment. Since migrants will be increasingly aware of the affluent society around them as well as the activities of other disenfranchised groups, these conditions will generate increasingly greater dissatisfaction than presently exists. Expectations will be rising at a time when total opportunities are declining. Resistance to social change will remain strong in the locations where migrants live--i.e., in South Texas and in the rural regions of the North. Migrants especially Mexican-Americans, will continue to be discriminated against and excluded from the mainstream culture.

The scenario described above does not include two crucial variables which will operate in the agricultural labor situation: 1) the activities of labor unions, and 2) governmental responses to the emerging conditions. Both of these factors will largely depend on government legislation concerning union organization of agricultural workers. The unions will perform very different functions depending on whether they have to continue the fight for the right to organize, and the required role of government will depend in great degree on how successful unions are. These alternative situations are depicted in Table 2.2. Thus, two alternative scenarios emerge within the context of the general situation in the 1970's:

> I. Barriers to unionization situation. In the case where the government does not allow farm labor unions to come under the National Labor Relations Act or similar legislation, increasing unemployment and other structural problems lead to increased migrant dissatisfaction with their social conditions and increasingly radical activities by unions in attempts to gain recognition and the right to bargain collectively. Since there would be no ongoing

			Functional Activities of Unions	Government Services to Migrants
Governmental Approach to Unionization	I.	No legislative action	Continuing attempts to gain recognition. No benefits for workers.	Sufficient services to deal with entire range of migrant problems.
	II.	Legislation providing for union organization.	Organizing, negotiation of contracts, establishment of benefits	Residual services not provided by union.

Table 2.2

Consequences of Two Government Approaches to Attempts at Unionization of Migrant Approaches union serving migrants, governments would be faced with the choice of either providing the institutional framework necessary to serve migrants' needs or accepting the costs in social tension and dissatisfaction if needs are not met.

II. Unionization situation. In the event of passage of legislation permitting migrant workers to elect representatives for collective bargaining purposes, a union would emerge as an institution advocating the interests of migrant workers. Federal legislation and regulations impinging upon this union could have substantial impact on the responsiveness of the union to its workers and their needs.[5] With effective legislation, the farm workers' union could emerge as an organization capable of protecting migrants' rights, advocating their interests and serving their needs through collective bargaining, negotiation on working conditions, and programs such as medical insurance and retirement plans.

Table 2.3 presents a chart displaying present and projected problems facing migrant workers, reasonable objectives with respect to those problems and types of solutions possible under the conditions of Scenarios I and II described above. As the chart indicates, a greater governmental involvement will be required under the conditions of Scenario I (Barriers to unionization) than under Scenario II (Unionization). This is the case because unions can provide the solutions to the present powerlessness of migrants which is the key factor in many of their problems. Unionization would protect the migrants from unfair practices by employers. In addition, it would provide migrants with financial resources sufficient to deal with many of their problems on their own. Finally, unions provide a natural organizational structure for the instigation of benefit programs such as loan funds and medical insurance. These functions would have to be carried by governmental organizations should unions be prevented from organizing.

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[5] Seymour Martin Lipset's book, Union Democracy (Garden City, N.J.: Doubleday, 1962) provides an interesting discussion of the factors affecting the democratic tendencies of union organizations.

Present and projected problems facing migrants	Objectives	Solution approaches under Scenario I (Barriers to Unionization)	Solution approaches under Scenario II (Unionization)
Below poverty-level income	Eliminate migrant poverty. (Increase family incomes to greater than $3000/yr.)	Government-subsidized non-profit migrant corporation	Union function
Exploitation of workers through wage payment methods	Provide a rationalized system for wage payments, deductions, and bonuses--one which minimizes employers' non-contractural control and makes all deductions explicit	Payment of migrant wages through a government-funded agency	Union function
Indebtedness to employers; lack of independent resources for emergencies	Provide a mechanism independent of employers or crew leaders whereby a migrant can obtain funds for emergencies	Migrant Loan Fund	Union function
Loss of income due to surplus labor supply situations; hardship to growers due to temporary labor shortages	Maximize migrant efficiency during migration (increase number of days of work/number of days of migration); allocate labor more efficiently so as to avoid surpluses or shortages	Centralized labor information exchange system providing optimal scheduling, labor allocation, and information dissemination*	Centralized labor information exchange system providing optimal scheduling, labor allocation, and information dissemination
Lack of sufficient supportive services for migrants; refusal of some local and state agencies to provide equal treatment for migrants	Increase services available; enforce equal treatment or provide new service agencies independent of local control	Federally funded and operated consolidated service agency for migrant workers	Partial union function. Residual needs served by target group oriented social service agency

cont. cont. cont. cont.

Table 2.3

Migrant Problems, Objectives and Solutions in Two Scenarios for the 1970's

(* indicates proposal in Appendix II.)

Present and projected problems facing migrants	Objectives	Solution approaches under Scenario I (Barriers to Unionization)	Solution approaches under Scenario II (Unionization)
Poor health and inadequate medical care. Inability of migrants to finance medical care	Upgrade migrants' access to and ability to finance medical expenses	Medicare program or major expansion of Migrant Health Program	Union function
Substandard housing; poor sanitary and public health conditions	Insure the adequacy of migrant housing	Self-help housing. Extension of federal subsidies of migrant housing to non-farmer groups (service agencies, private entirprise)	Self-help housing. Extension of federal subsidy of migrant housing to non-farmer groups (service agencies, private enterprise, unions)
Low levels of educational attainment among migrants	Provide grade equivalent education for all migrant children	Intensive seasonal schools	Intensive seasonal schools
Barriers to settling out of migrant stream	Provide a basis for leaving migrant stream which overcomes skill, language, cultural, geographic, logistical barriers	An integrated program featuring job training, placement, community integration, housing, transitional subsidies	An integrated program featuring job training, placement, community integration, housing, transitional subsidies
Impacts of mechanization: --reduced employment --higher skill requirements	Encourage the transition to year-round skilled farm jobs, within one geographic locale. Provide migrants with necessary skills	MDTA programs for jobs in mechanized agriculture	MDTA programs for jobs in mechanized agriculture

Table 2.3
(contd.)

Given the problems and objectives, functions served by government under the two scenarios have been shown to differ. Since effective organizational structure differs according to functions served, it is appropriate to consider the shape of government operations separately for the two scenarios.

GOVERNMENT OPERATIONS UNDER SCENARIO I (BARRIERS TO UNIONIZATION)

Under the conditions of continued barriers to unionization, a broad spectrum of operations and services would have to be provided for migrants in order to effectively deal with their situation as described above. These activities are outlined in Column 3 of Table 2.3.

A government organization to effectively implement all such activities would have to be designed with three major criteria in mind. First, because local power structures and particularly non-migrants service agencies often act to impede service delivery to migrants, the organization would have to operate independently of local control and have its own resources for serving migrants. Independence from local control would appear to be the only way to protect the migrants' interest from being swallowed up by other more established interest groups. Second, because of the unique characteristics of this population--their language barriers, high geographic mobility, long working hours during the harvest season, isolation in migrant camps, and lack of community ties or knowledge of areas where they work--it is important that any organization to serve migrants should be designed so that 1) as many services as possible will be under one roof, and 2) services which are run by the organization be geared to the special timing (seasonal and daily) needs of migrants. Third, because of the high mobility of migrants, an effective organization to serve them must operate as a system with similar and coordinated components in different geographic locations. Although formation of such an organization would lead to duplication of administrative costs with other service agencies, it would also yield more effective use of service resources both for migrants and non-migrants.

A government organization with the three characteristics described above (independent, multi-functional; interstate system) could provide any or all of the following services:

1. employment of migrants;
2. contracting with employers to provide labor;
3. allocation of the migrant pool in such a way as to maximize employment and work efficiency;
4. health and medical insurance program;
5. migrant loan fund;
6. self-help housing program;
7. migrant camp housing subsidies;
8. job training and placement program;
9. supportive services; and
10. settling out assistance.

Although the federal government may have neither the desire nor the resources for engaging in all of these activities, solution of the problems facing migrants in the barriers to unionization situation will require some degree of effort in each activity area. Given the need for these activities, the government could respond in a variety of different ways, with different mixes of programs and different organizational structures for program operation.

The example which follows illustrates a conceivable governmental organizational response that addresses itself to all the needs of the migrants but where there is no unionization. One response to the problems would be to form a non-profit, government-subsidized cooperative corporation independent of present government agencies. This corporation would act as a clearing house for migrant employment--similar to the private temporary manpower employment agencies. It would meet the design constraints of independence, multi-functional operations, and interstate system components. It would provide a broad range of services to both employers and employees. Among other functions, it could relieve farmers of the burden of providing housing for workers, provide migrants with subsidies (less than working wages) for periods when they are available for employment and there is no work, and work to encourage the transition towards long-term geographically stable employment. Such an organization would not necessarily have to provide all services in-house. Regular job training and adult basic education programs could be utilized. But it seems essential that firm commitment of entry slots for such programs be negotiated between the migrant organization and other groups. Similarly, though a migrant organization serving a given geographic locale would not necessarily have to employ a full-time lawyer for legal assistance or a full-time doctor, routinized procedures for obtaining such services should be worked out. In all cases where it was decided not to provide services in-house, funds should be available for obtaining those services from other sources. In some cases, such a procedure would be far more efficient. Care should be taken in developing procedures for services and other compensations so that the reward structure operates to prevent migrants from becoming welfare-dependent persons. The program should work to increase self-reliance wherever possible. Finally, the organization should be run by migrants and former migrants. It can thus act as a school for managerial experience where migrants can learn skills necessary to acquire positions in other business organizations. More basically, it will provide additional jobs for a group with a very high unemployment rate and give migrants the dignity of having some power over their own domain.

GOVERNMENT OPERATIONS UNDER SCENARIO II (UNIONIZATION)

Should unionization occur, the federal government will play a somewhat reduced role. One of the primary activities will be formulation of policy regulating union relations with growers and food processors. If unions develop as effective collective bargaining agents within the framework of these regulations, a number of problems presently facing migrants will be eliminated. Moreover, the seriousness of all problmes will be significantly reduced. This is because unions will boost migrants' incomes and rationalize their relations with employers, and this change will have a spinoff effect on the various social problems (health, legal problems, housing) usually associated with poverty.

Under these conditions the various government functions would be as follows:

1. centralized labor information exchange;
2. an integrated program for job training, placement and resettlement;
3. supportive services;
4. self-help housing;

Since the population needing supportive services would be greatly reduced (migrants would be able to afford their own) and since self-help housing in an endeavor requiring special expertise, both of these functions could be handled independently of a migrant labor organization, with only coordination and referral activities necessary. The other two functions are clearly within the mandate of the Department of Labor and associated state employment services. To be effective in performing these functions, the Department of Labor would have to 1) provide an arrangement for more formal coordination between state rural manpower services in use of a computerized information exchange system; and 2) develop a special program concerned with handling the resettlement of migrants to other occupations. Such a program would differ only slightly from the present E and D Project. Differences would lie in the degree of control of training programs, the types of services used to ease resettlement, and the removal of present constraints on effective operation as discussed in recommendations outlined in the previous sections.

SUMMARY

Problems facing the agricultural labor market will continue to intensify during the coming decade due to a declining job market and a large pool of unskilled laborers. The type of governmental response necessary in such a situation depends largely upon whether unions are permitted to hold elections and engage in collective bargaining for migrant workers. Should unions form, governmental functions will be largely those of 1) reducing barriers to occupational mobility, and 2) providing an information exchange system to aid in the efficient allocation of migrant labor. On the other hand, if unions do not organize, the government will have to deal with not only the problems of information exchange and resettlement, but also with a much broader range of problems caused by the poverty existence level of migrant workers and its concomitant problems of powerlessness, ignorance, and poor health. The increasing political consciousness of the migrants themselves will necessitate a meaningful government response in either situation. In the case of barriers to unionization, the government will be providing amelioritive action for problems but will have little influence on the nascent changes in the social world of migrants resulting from attempts to unionize. If, on the other hand, barriers to unionization are reduced, the government will be in a position to influence the direction and impact of that change.

3. ORGANIZATION, COMMUNICATION AND COORDINATION

Introduction

One of the implicit goals of the Experimental and Demonstration Project for South Texas Migrants was to demonstrate that the highly mobile migrant population could best be served by an interstate, highly coordinated organization utilizing Rural Outreach Interviewers for outreach to migrants and service arrangement. This chapter examines project operations, modes of communication and coordination, and the role of the ROI.

Organization

The formal line organization of the E and D Project is at the state level. The federal level has responsibility only for inter-state and fiscal control. Since the grants were made directly to the individual states by the Manpower Administration, the state projects have been able to operate independently of the availability of regular operating funds.

Each state submitted its own proposal which varied slightly from the original Texas proposal. The programs were to be supported by and coordinated with each other although the Texas Project was to have the authority to make decisions when conflicts arose. It does not appear that the Texas project or any other single group assumed this responsibility. The result was that communication among states was difficult. The participating states were under no direct pressure to fulfill the requests from other states. In some cases, regional Manpower Administrators' offices provided coordination for the effort. In one region, staff maintained close contact with all E and D Personnel at both the field and staff level. One member went to the field, observed and provided technical assistance to the outreach workers. Another assisted the states' staff offices in seeking federal funds for job training programs.

In other regions, the states were allowed to run their projects without any assistance from the regional administrator. The Dallas regional office left the project to the Texas E and D staff since it originated the project and was the only participating state in the region.

No line authority could be identified in the project above the state level. Such authority is essential if the project is to achieve goals which involve more than one state. Though a regional officer could, and, in many cases, did provide an overall guiding force for the effort, their actions could not surmount the difficulties posed by lack of central authority. The Texas project was to assume this responsibility. However, this was not feasible as no state was willing to accept direction over its personnel by another state organization. As it worked out, no one took the necessary responsibility and a gap in authority existed as a result.

The non-uniformity of operation caused by this gap had some positive effects. Since the program is experimental, it provides a basis for testing innovative ideas and operations. Thus, limited control allowed different states to try new ideas within the Employment Service. One state had a wage dispute mediation program; one state studied needs of previously settled-out families; two states attached community aides to migrant camps; one state provided services to previously settled out families; and several states utilized job-mobiles for project operations.

While the operating aspects of the project varies by state, the organization within each state is generally uniform. The state and E and D Project Director usually reports to the Chief of the Farm Placement and Rural Manpower Service, a staff function at the State level. The field staff of the E and D Project reports to either a local project coordinator or a local office manager (LOM).

The LOM or the local E and D supervisor manages the efforts of the outreach workers. Where the E and D supervisor takes direction from the Local Office Manager as well as the state E and D Director, the dual line of control causes some confusion and moderate friction between the project staff and the local office manager. When the LOM supervises project staff, particularly when there is only one ROI, the project does not perform well, because the ROI is not able to establish a function independent of normal ES operations. The local office manager did not treat the project as a special program and its effectiveness was therefore limited. Where there was an E and D supervisor and many ROIs, better enthusiasm for the project was observed. The E and D staff were able to share experiences and obtain a feeling that the project was doing something important and different from the services usually provided. The ability to discuss mutual problems with those who could understand the experience, greatly enhanced the knowledge efficiency of the outreach worker. Even in some of these cases, however, lack of effective supervision caused the project to drift from objectives. Particularly noticeable was a lack of effort to obtain services and jobs for the project families.

The source of ROI recruits also affected organizational operations. Outreach workers recruited from within the Employment Service tended to approach problems in the same manner as they had previously, and failed to try innovative ideas.

Generally, the attitude of outreach workers about the success of the project was more enthusiastic when they were less familiar with the Employment Service. Those who had experience with migrants in the ES felt that only a limited amount could be done and therefore didn't try to go beyond those limits. Perhaps the new ROIs with limited exposure to state ES bureaucratic procedures did not know that certain things could not be accomplished and were therefore more successful in overcoming bureaucratic inertia.

The relationship to the Employment Service caused difficulties in several cases. Project staff were cautioned against endangering relations with employers since employers supply jobs to the Employment Service. This restricted activities of ROIs to some degree since many services required by the families were not favored by the employers. The more closely E and D staff were supervised by the local ES, the less aggressive they could be for their families. In cases where the E and D Project had supervisory staff which interacted with the local employment service office, the outreach workers were better able to provide needed services.

Thus, the E and D Project suffered to some extent because of a lack of central authority. State organizations were fairly similar in structure, and in many cases faced the same problems resulting from 1) a dual line of authority between the project director and the local office manager, 2) the connection of the project with employer-oriented local Employment Service Offices.

Communication

Three major types of communication were required by the project: communication of information about families and their destinations; communication of information about family and aggregate needs; and communication about the availability of services.

The first type of communication was to be accomplished by providing necessary information about families' Northern destinations in family folders sent to the appropriate Northern locations. No procedures were established for obtaining revised or more detailed information. Information contained in family folders varied in its utility. Depending upon the number of migrants and the number of camps in a particular location, information about general area of family destination was either sufficient for contact, or totally useless. When the information provided more exact addresses, the difficulty in making first contact was significantly reduced. When some projects had difficulty in making contacts and requested more detailed information from Texas, it was provided, where possible, with Annual Worker Plans which gave employers and times of employment. This information was extremely useful in making contacts. It is thus clear that Texas should provide Northern states with the most detailed information possible concerning family destinations.

Communications among Northern states concerning families which had moved from one area to another was quite poor, primarily because 1) frequency of ROI-family contact was not great enough to be sensitive to migrant departures, and 2) migrants leaving one area often did not know their next destination. A total of twenty-five family folders were forwarded from one Northern location to another, and in only five cases (involving three families) was contact made at the second location.

The need for the second type of communication - that of family needs - was less critical than the first, and considerably simpler. Communication was to involve two types of transmittal: 1) sending family folders to Northern states from Texas, and 2) sending data on new needs identified (or services desired) from Northern states to Texas. The first type was accomplished without problem. The second type, on the other hand, lacked established procedures and was at best informal and haphazard. ROIs in the North had difficulty establishing needs for training programs in Texas because they had only vague ideas of services available in Texas.

The final type of communications involved dissemination of and information about availability of services. There was little need for exchange of this type of information among different Northern states because of the low level of transfer of families from one project area to another. The critical need was for information about available programs in Texas. Such information was distributed to Northern states in mid-July, but, because Texas had not established its own programs or gotten concrete commitments for slots from other programs, the vague knowledge gained by Northern states was found to be of limited practical use by ROIs.

Additional service communication was potentially an outcome of the July E and D Project meeting in Chicago, where representatives of various federal agencies explained their programs and what they could do for migrants. Unfortunately most of the information about programs communicated at this meeting did not find its way to local level staff, and was therefore not particularly beneficial.

Coordination

Within the E and D staffs, coordination was dependent upon how far away supervision was from the target area. In the North most of the E and D project directors were located at the state capitol which was usually several hours away by automobile. Extensive travel was required if the E and D project director was to maintain close contact and coordination with his staff in the field.

Phone communications within the state were utilized, but the coordination required was more extensive than could be provided by phone. Many questions required immediate answers and were handled by the local office manager or the E and D supervisor. In many of these cases, however, the unaccessible E and D director would have relevant information gained through meetings with other E and D project directors and Manpower Administration staff. Where the project director spent much time at the target area, better coordination was effected. Where the local office manager was the supervisor for the outreach workers, more traditional employment service solutions were offered for problems encountered by the outreach workers. Where there was a local E and D supervisor, better coordination was effected. since the supervisor had usually been trained or briefed on the goals of the project.

One solution to the long distance coordination problem was partially developed in Texas. There, a Valley Coordinator directed the activities of E and D staff in the four county area. The Valley Coordinator attended all the federal meetings, but was close enough to the field operation to be sensitive to the goals of the project. He was always available to the outreach interviewers and supervisors for any assistance required.

In many states, lack of clear authority for supervision of the project within the state created some friction within the state Employment Service organization. The local office manager was given line authority over the E and D staff in his office, yet all coordination was accomplished by the E and D project director from the state office. This created a dual chain of command which often left staff confused as to policies and operations.

The use of established ES channels may, however, offset the problems created by the dual chain of command. The established organization facilitated coordination by utilizing existing means of communication within the state. For example, local employment offices could communicate directly with other local offices and staff at the state capital without going through a long chain of command.

Coordination between the states, as noted before, was not easily accomplished. The only organization which was able to visit all the participating states was the Texas Good Neighbor Commission. The Commission was then able to provide information about operations of the Northern participating states to the Texas E and D project.

National coordination was limited to meetings and transfer of folder status reports by the participating states to Texas. The national meetings provided an opportunity for working out some, but not all, interstate policies and procedures.

Many of the problems of coordination occurred at the outreach worker level. Since the E and D director was the only person with authority to communicate with other participating states, communication was cumbersome and the ROI would avoid the formal communications channel for elementary problems. If the ROI could have called this counterpart in another state, greater coordination could have been effected.

Some project coordination took place at federal levels. This coordination occurred between the E and D Director and the Federal Manpower Administration. The Manpower Administration funded the project and Regional offices held coordinating meetings with all the participating states. In the North, the regional administrators provided technical assistance to field and staff personnel of the state E and D project. In the region encompassing Texas, the participation of the manpower administrator has been less pronounced since the project was proposed by Texas and the feeling was that the Texas Employment would coordinate all the activities. However, a clear mandate was not given to Texas to coordinate the entire project. As a result, the central focus for coordination of the project was somewhat nebulous.

Coordination between the E and D project and local service agencies varied from close cooperation to total lack of communication. Most of the coordination arrangements were not made until services were required by individuals. In a few states, coordination was easily effected and close working agreements were made between E and D project and service agencies. Then, if a person was referred by an E and D staff member, the agency would provide the service. When this occurred, the service agency had essentially delegated the screening function to the E and D ROIs. This saved time and frustration for the ROI, the agency, and the family member. But, for most agencies, coordination with the E and D project was a business as usual proposition. The agency would respond to E and D requests if they had resources available at the time of application. This limits the effectiveness of the ROI. The ROI can tell the family what the agency may be able to do but not that they will do it. The knowledge that there is a service is useful to the family but vagueness about being able to receive that service is a well known limitation.

In a few cases ROIs were not allowed to utilize the local community action agency or the Vista volunteers. It was felt that Employment Service association with these projects would hurt the good relationship the ES has had with employers. Not being able to utilize the CAA services severely limited services which could be obtained. The majority of services obtained by the program thus far are OEO sponsored or funded. Since no actual services are offered by the E and D project itself, it is essential that close coordination be maintained with those agencies that provide actual services.

The Rural Outreach Function

The rural outreach worker has been the elementary building block in the E and D program. He is also a new type of employee for the Employment Service. The proposals of the different states and Texas in particular specify that the outreach worker will seek out the migrant, determine his needs, and then attempt to fill those needs from available services.

In practice, the rural outreach function was difficult to perform within the Employment Service structure. Like all institutions of long standing, the Employment Service resisted this change. The resistance is not direct or overt but does exist. Most resistance to the outreach function occurred at the local level. Regular Employment Service staff either did not see a need for the position or were jealous of the freedom of action which accompanied such a position.

The role of the outreach worker would seem to be that of advocate for his client since he rarely functioned as a broker for an agency which provided services itself. Where the outreach worker tried to represent the worker, he came into conflict with a basic policy of the Employment Service to assist both the employer and the worker. In some instances, the local Employment Services feel that the relations with employers were being endangered by the project. In order to preserve relations with employers, the local ES seemed to have toned down its outreach effort.

In many states, the outreach workers were ES transfers who knew that prevailing ES policy limited the extent of their advocacy role. Those who were hired without the previous ES experience were willing to go to far greater lengths for their clients. Employment Service personnel who did perform well as outreach workers usually had been migrants and perceived the program as an opportunity to implement change.

In reality it appears that the outreach role requires not only interviewing skills but the kind of involvement which leads to advocacy. Advocacy means not only offering a service but seeking out the required service and following through to insure that it is delivered. Advocacy is needed to overcome the lack of education of those who needs services and to convince the often reluctant service agency that the family needs the service. With an outreach effort, the E and D Project is seeking out not only unemployment but also other social deficiencies. Many of these deficiencies are the responsibility of the employer. Thus a project which aids the workers in upgrading their living and working conditions inevitably conflicts with many employer practices, such as payment of migrant medical bills.

The decision to perform outreach work requires a basic change in Employment Service philosophy. If the basic ES policy of maintaining good relationships at any cost with employers is continued, and an outreach effort is thought to be necessary, then a separate agency would have to operate the outreach or advocacy function. Other agencies such as a community action agency handle similar outreach functions, but do not generally have the rapport with employers that the Employment Service has. If the effort could be retained within the ES structure it would be more effective, but responsiveness of the program to migrants' needs should not be the cost of maintaining this organizational arrangement.

Perhaps careful selection of ROIs would help the Employment Service avoid some of the friction an outreach effort might create with employers. When outreach workers and those involved with the project were able to regularly communicate with the employers, they demonstrated their efforts to improve conditions would ultimately be to the employer's benefit by improving the efficiency and productivity among the labor force.

The ROI should be of Mexican-American descent and recently settled out of the migrant stream. Rapport can be developed more quickly between those who have common backgrounds. More information can be given and received in the same time if the family and the outreach worker do not face a language barrier. In most states it has been thought that the outreach interviewer should have college training. This has not proved to be necessary for present ROI tasks. Experience in the stream and native intelligence can more than offset formal educational deficiencies. If a formal schooling requirement is imposed, an experienced substitue should also be provided.

ROIs who have only finished high school but who have worked in industry or performed similar functions in the military services should be allowed to substitute this experience on a one to one basis. Experience in the military or industry may be far better preparation for the job of rural outreach worker than formal education. Exposure or experience in Anglo institutions will enable a former migrant to see both sides and thereby deal more effectively with each. Finally, fluent English and border Spanish should be required. This requirement may be somewhat difficult but is necessary, since the ROI has to work with the migrant and his family in Spanish and the service agency in English to be able to insure the services will be delivered.

4. THE TEXAS E & D PROJECT OPERATION

Overview

Slightly less than half of the Texas migrant community is concentrated in a four county area (Hildago, Starr, Cameron, and Willacy counties) in the Lower Rio Grande Valley in South Texas. The Valley serves as a permanent residence for its citizens, many of whom make annual sojourns to the North to harvest crops and then return to their South Texas homes to live out the winter months. The agricultural based economy of the Valley cannot sustain its entire migrant population on a year-round basis, and consequently its citizens have adopted a life style which includes this annual migration in pursuit of employment. Migrations to the North are a recurring phenomenon for thousands of migrant families, who find their language, culture, and lack of education greatly inhibit their ability to obtain work other than unskilled agricultural labor.

The economy of the Valley itself is almost entirely based on agriculture. Crops may be grown throughout the year because of the semi-tropical climate, but do not provide year round employment for the Mexican-American citizens in the Valley. Socio-economic conditions in the Valley are analogous to those in poverty areas elsewhere in the country, and the migrants as a group display many of the characteristics of other poverty classes. Thus to cite just a few examples within the Valley, infant mortality rates are 50% greater and tuberculosis incidence 350% greater than the national average. The average Mexican-American has completed but four years of formal education. Unemployment is twice the national average. In short, all available data reveal the existence of a "poverty" group living in a depressed area. The income situation of the migrant population was well described by the Texas Good Neighbor Commission:

> It is a well known fact that farm workers receive lower wages than any other industry and since the principal source of migrant employment is agriculture it follows that migrants are at the bottom of the earning ladder. Lower wages, coupled with the fact that field work is seasonal and often sporadic, leaves the migrant with little security as to how much he will be able to earn a season or how much he can count on for the off season. Partial employment at the nation's lowest pay scale presents a dismal situation for the migrant and the result is a poverty level existence....[1]

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[1] The Texas Good Neighbor Commission, p. 2, "Texas Migrant Labor: The 1968 Migration".

The typical migrant thus finds himself in a situation from which (as with members of other poverty groups) escape is difficult. For the average Mexican-American migrant living in the Valley, lack of education, language barriers, and subsistance geared to poverty culture impose substantial barriers to settling out in a full time occupation-either in agriculture or industry.

Several other problems can be identified which make it particularly difficult for the migrant to escape from the migrant cycle. It is extremely difficult for the migrant child to receive an education that will prepare him for a life other than that of his parents. Besides the obvious language barrier, many children are taken out of school in the early Spring as the family moves North. Since the family will still be working in the North when the fall term begins, the child continues to miss school and falls behind his contemporaries. By the time he has reached high school it is not unusual for him to have fallen so far behind and become discouraged so that he quits school altogether. Traditionally once a child has reached the age of 13 or 14 his parents felt that he or she should work alongside the family in the field, but this attitude has changed recently and more parents now feel that they would like their offspring to at least finish high school.

Another problem for the migrants living in the Valley concerns the job market there. As stated before, the economy is virtually entirely agricultural. Although crops are grown year-round, the wage level is depressed and the labor market inflated because of the proximity of the Mexican border and the influx of unskilled Mexican labor. Two types of workers come from Mexico-those entering on work visas and those with visiting permits. The latter permit does not allow the holder to work in this country, but enforcement has proven virtually impossible given the current staff of border immigration authorities. It is the responsibility of the employer to notify immigration officials when a Mexican in this country on a visiting permit is caught working. On the other hand, it is in the interest of employers to retain labor at as cheap a rate as possible. Although the number of workers coming from Mexico on visiting permits to work is not known, most migrants and individuals interviewed felt that it was a significant factor in causing the Northern migration of Valley residents.

Mexican Nationals who have work permits are referred to as "green-carders." These include workers for non-seasonal jobs for which a shortage of labor exists in this country. An employer who is unable to find workers willing to do the job at an advertised rate can apply for Mexican labor. The advertised rate has to be in accord with the prevailing rate for the job, and visas will be issued to fill the available openings.

The end result of this system is a classic example of a surplus labor economy. The cost of living in Mexico is only a fraction of that cost in the Valley. For this reason laborers from Mexico are willing to work for less than the migrants and deflate the price of labor in the U.S. to the point where the worker living in this country cannot meet his living expenses.

In spite of the difficulties of permanent residence in the Valley, it has its advantages for the typical migrant family which makes its life there. In the first place the climate features a mild winter. The other attraction is the security and acceptance of living in a community with others of a common background. The family which migrates to the North usually earns enough to sustain itself through the Texas winter with only occasional employment in the Valley itself.

Initiation of the E and D Project

With the existing conditions and prospect of greater mechanization of crops, the Department of Labor and the various state Departments of Labor felt that a program was necessary which would intensify their efforts to create permanent jobs for migrants and decrease the number who migrate. The Experimental and Demonstration Project for South Texas Migrants was initiated in response to this need. (See Attachment 4.2). The project is an outgrowth and extension of Project Hope, an information-gathering project at the rest-stop in Hope, Arkansas begun in September 1968. Although the project involves ten different states, Texas' share of the effort is by far the largest, both in terms of funding and responsibility. Since the migrants in the sample have their home base in South Texas, the major part of the counselling, adult education, job training and job placement was to take place in Texas after families arrived back from their Northern migrations. The remainder of this chapter is concerned with Texas' degree of attainment of the four program objectives (maintenance of contact, arrangement of services, upward job mobility, and settling of migrants out of the stream), and how project operations affected objective attainment. Since the major part of Texas' work had just begun as of the end of September, 1969, this report concentrates on project preparations and results of working with a non-sample group of 200 families which had not migrated and were served in Texas during the summer.

Program Objective Attainment

MAINTENANCE OF CONTACT WITH MIGRANTS

Two groups were included in the Texas E & D Project. The first group consisted of 794 migrant families and the second, of over 200 who did not migrate.

In an effort to determine how many families had actually returned, the Texas E & D Project conducted a survey in mid September. The survey uncovered many families in the original sample who had not migrated. Some families had returned but their folders had not. Only 18% of the folders received from Northern states matched the families who had returned.

The 200 family samples had migrated the previous year bud did not do so this year. Thus a group of families was provided for training the E & D outreach workers and counselors through the summer so that when the migrants returned in the fall, they would be better able to serve them.

Contact with the 200 sample families was closely maintained. Each family was visited about once a week and extensive interviews were given. Each of the four Texas Employment Offices at McAllen, Edinburg, Westlaco, and Harlingen keep a weekly activity report which contains the number of families contacted during the week as well as a cumulative total. Over 2000 contacts, or about 10 per family, were made with the 200 family sample over the course of the summer. (See Attachment 4.1).

One hundred and four families from the original migrant sample had returned as of the September survey and the Texas E & D project had received 185 folders. Of those families which have returned, only 18% of the corresponding folders had arrived.

The problem of maintaining contact with the sample families results in part from a lack of information exchange between the Texas and Northern state projects. Interstate communication was left to the E & D project directors of each participating state, so that local offices in the participating states did not communicate with the local offices in Texas. Contact could have been better maintained has the various local offices communicated directly with one another by phone about families which could not be located.

Lack of communication between the local offices of different states and the E & D Project Directors has tended to limit the maintenance of contact with the sample families, particularly with those who did not migrate.

With the 200-family non-migrating sample, different interviewers would visit the same family. This tended to limit continuity and rapport with the family. It was also difficult to discover what had been accomplished since many interviewers had made entries in the folders. This is being corrected by having only one interviewer assigned to any one family so that greater continuity can be maintained.

Also, continuity was difficult to maintain because of the turnover of outreach workers. The E & D staff was recruited within the Employment Commission and replaced with others from the staff. The staff is more stable now so that transfers should not create as much of a problem as before.

Another problem with 200-family sample is occuring now that the migrants are returning from the North. The policy is to deal with returning migrants as a first priority and the 200 as second priority. It will be difficult and may impose hardships to drop the problems of the 200 and consider only those needs of the original 794 family sample first. This may have the effect of discouraging those who are being helped now.

DELIVERY OF SERVICES TO MIGRANTS

Delivery of services to the 200 sample families was the most successful component of the Texas project. In all, 784 referrals were made resulting for a projected 278 completed services on approximately 1.4 services per family. This was a slightly higher average than the Northern states achieved in the same time period, probably because maintenance of contact was less of a problem in Texas than in the North. Most of the referrals have been to health and educational agencies as well as the Employment Commission itself. (See Attachment 4.1).

Although much has been accomplished, there are many sources of services which have not yet been fully developed. Most of these involve OEO programs which offer services not provided by other agencies. Generally more could be done to coordinate with other agencies which may have resources that are not available through conventional state agencies.

Presently, the E & D program has no firm commitment from service agencies for delivery of services to the E & D families. The basis is that if there are services available at the time the E & D families apply, then they will receive the services. This sometimes makes it difficult to convince the family that they will be helped.

One situation which has hindered the delivery of services is the lack of specific knowledge as to what is offered by the particular agency and what qualifications are required before an individual can qualify to receive a

service. A training session was recently held in McAllen to acquaint the E & D staff with services in the local area. Meetings such as these would appear to be both useful and necessary to effective service delivery. A better understanding of what each agency had to offer would reduce the problems created by promising more than an agency can deliver. It would also help the outreach worker maintain a better relationship with the E & D family if he could accurately tell them what they can and cannot get through a particular program.

UPWARD JOB MOBILITY

Results of the Texas project effect toward this objective are not complete, since the major activity in this area was to take place in the fall, winter and early spring. The Texas project was able to place 49 individuals from the 200 sample families in non-agricultural employment. The E & D project through the Texas Employment Commission has a number of available slots in MOTA, OJT, AND NYC programs but not enough to accommodate both the migrating and non-migrating sample. No commitment has been made as yet to receive training slots from other than TSC sources.

Two factors affect upward job mobility -- provision of jobs for the unemployed and commitment of training for new skills. The project thus far has had limited success with both factors in the Valley.

The unemployment rate in the Valley is over 6%. There is no heavy industry in the area to serve as a potential local source of increased wages. Lack of access to markets had discouraged industries other than agriculture from locating in South Texas.

Some local agencies have been able to secure slots at Texas State Technical Institute where their program directly fed into the Institute's program. The Adult Migrant Education Program sponsored by OEO has been able to get commitments for TSTI to accept a certain number who graduate from the AME Program. Even if the family is convinced that they can do better by learning a new trade at school, there is still a problem of having enough jobs available for that skill. When mechanical cotton

harvesters were brought into the Valley, a driver would receive $2.50 an hour, but as more people learned to drive these tractors, the wage was reduced and until now many drivers receive only minimum wage and there are many unemployed drivers. Thus it is important that job training be truly responsive to labor market realities.

If an individual is to obtain a better permanent job or an upwardly mobile job, he will probably have to leave this Valley. The high local unemployment rate not only affects the marginally employed, but also has an adverse effect on the wage level for all the jobs in the area. In such a situation training would only serve to dilute the prevailing wage rate for the skill. Thus migrants would probably have to leave the Valley to receive full benefit from training and placement in upwardly mobile jobs. If the possibility of industry locating in South Texas is precluded, the migrant who truly desires an upwardly mobile job must face the reality of settling out and moving to an area where the labor market is not so over-supplied. This approach is considered below.

SETTLING OUT OF MIGRANTS

Significant settling out of families in Texas has not occured as a result of project efforts. Migrants have strong family, community and economic ties with the Valley which are generally not duplicated in Northern states or in other parts of Texas.

A few exceptions do exist. Some projects such as the LTV project near Dallas and the Missouri Beef Packers Plant at Freona, Texas are promising projects for settling migrants out of the stream, since many workers are recruited and a community can be established. The success of these projects has not yet been validated but initial results look promising.

Many opportunities exist to obtain well paying, permanent jobs but most of them are not in the Valley. Missouri Beef Packers is going to open a complete beef processing plant at Freona, Texas which will employ 4400 workers, which is more that the Freona area can supply. Wilson and Company, another beef processing operation, will also soon be opening a plant in Northwest Texas.

If the project is to be a success, sample families must be aided in relocating in other parts of Texas, where jobs are more readily available than in the Valley. Though negotiations under way between the Texas Employment Commission and packing companies may help in this regard, results are yet to be seen, either in the way of commitments or definite plans. Thus, the outcome of one of the major goals of the project is unclear, not only because families are just beginning to arrive back in Texas, but also because there is little evidence that the Texas Project has done the advance planning or obtained the advance commitments necessary to successfully settle migrants out of the stream.

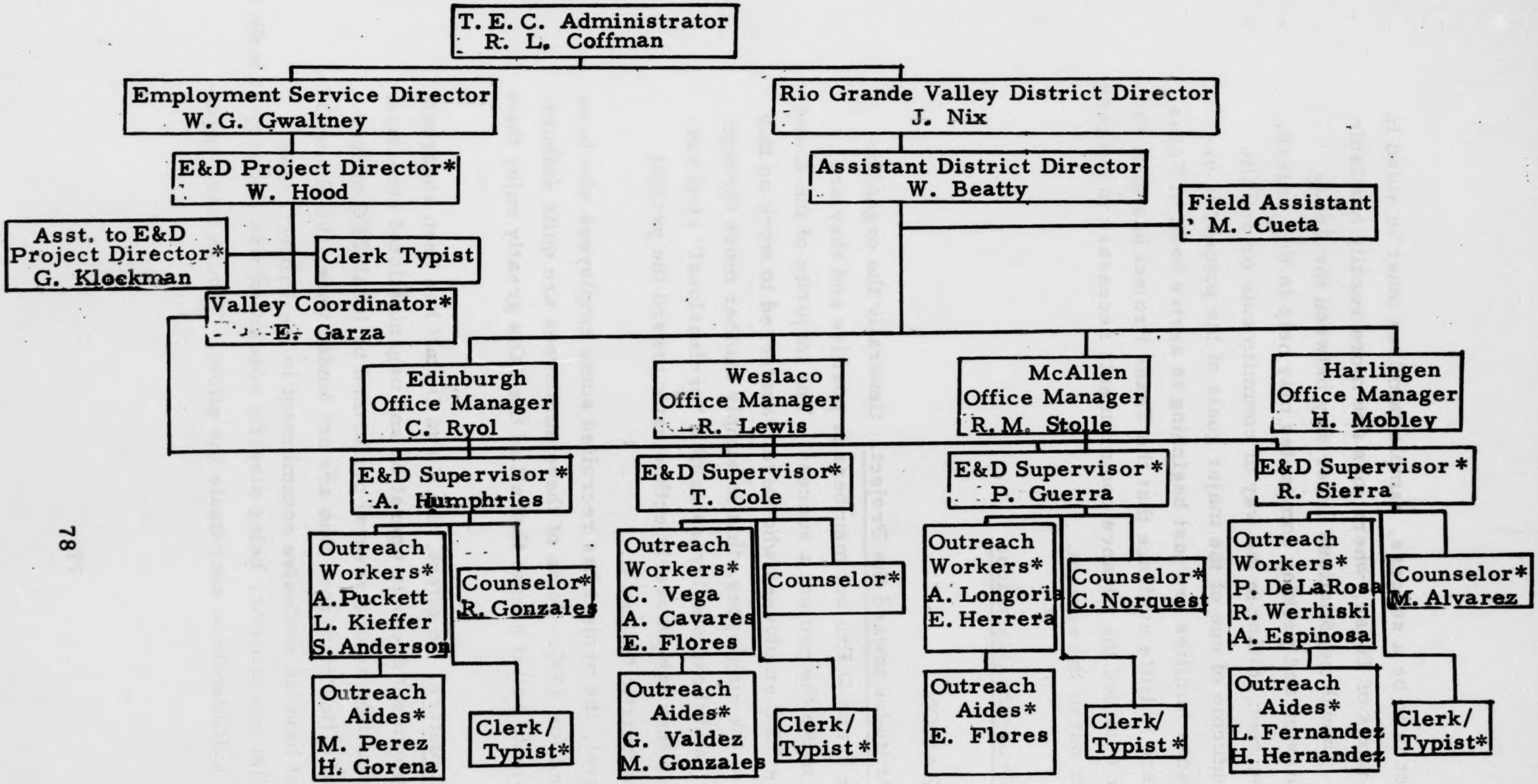
Factors Affecting Program Operations

PROJECT ORGANIZATION

1. Organizational Attitudes toward the Project. Generally the organizational attitude of the E and D Project members is positive and they are working together to make the project a success. The majority of the E and D staff members are TEC employees who were transferred to work on this project. For most of the employees, this is simply another move through the TEC hieracrchy, and these employees exhibit "professional" civil service attitudes. While they are not overly enthusiastic toward the project neither are they antagonistic toward it.

On the ROI level, the project has recruited some employees who have not previously worked for TEC. Some of these employees are quite enthusiastic toward the project, and it seems that all of the ROIs greatly enjoy their work.

2. Organizational Structure. In effect, the E and D staff has been absorbed into the regular Employment Security operation and organizational structure, and is one program function among several performed by local TEC offices under the direction of office managers who are not funded under the E and D budget and who do not have an exclusive commitment to the Project. (See Figure 4. 1) The Valley coordinator, being directly concerned with the project is able to influence operations sufficiently to coordinate the effort. Though this organi-


T. E. C. Administrator
R. L. Coffman
Employment Service Director
W. G. Gwaltney
Rio Grande Valley District Director
J. Nix
E&D Project Director*
W. Hood
Assistant District Director
W. Beatty
Field Assistant
M. Cueta
Asst. to E&D Project Director*
G. Klockman
Clerk Typist
Valley Coordinator*
E. Garza
Edinburgh Office Manager
C. Ryol
Weslaco Office Manager
R. Lewis
McAllen Office Manager
R. M. Stolle
Harlingen Office Manager
H. Mobley
E&D Supervisor *
A. Humphries
E&D Supervisor*
T. Cole
E&D Supervisor *
P. Guerra
E&D Supervisor *
R. Sierra
Outreach Workers*
A. Puckett
L. Kieffer
S. Anderson
Counselor*
R. Gonzales
Outreach Workers*
C. Vega
A. Cavares
E. Flores
Counselor*
Outreach Workers*
A. Longoria
E. Herrera
Counselor*
C. Norquest
Outreach Workers*
P. DeLaRosa
R. Werhiski
A. Espinosa
Counselor*
M. Alvarez
Outreach Aides*
M. Perez
H. Gorena
Clerk/ Typist*
Outreach Aides*
G. Valdez
M. Gonzales
Clerk/ Typist *
Outreach Aides*
E. Flores
Clerk/ Typist *
Outreach Aides*
L. Fernandez
H. Hernandez
Clerk/ Typist*

*Positions funded by E&D grant.

Figure 4. 1

Organization Chart

Texas Employment Commission Experimental and Demonstration Program zational structure can be criticized as perhaps being overly constrained by and submerged within the established institution and not providing sufficient control by the E& D supervisory personnel, the wisdom of changing it seems doubtful for several reason:

1. Separating the E & D Project from local office administration would be contrary to established TEC operating procedures, and would probably generate antagonism toward the Project.
2. Having the Project within the established structure probably provides an opportunity of promoting greater awareness of and responsiveness to the needs of migrants among the regular TEC personnel.
3. In practice, the local TEC administrators are too busy to interfere with the Project.
4. The ROIs are out of the office most of the time.
5. In practice, the Valley Coordinator provides most of the supervision and direction to the local E & D staff.

3. Recruitment and Hiring of Staff. Thus far, all key positions above the outreach workers have been filled by transfers from within TEC. In the beginning of this project, insufficient time was available to hire all the personnel desired, so many temporary transfers from within TEC were made. Many of these individuals have now been transferred back to their regular positions within the employment commission. The requirement that the outreach worker speak fluent Spanish was relaxed when it was not possible to find personnel who met all of the qualifications.

The local staff have been hired by the local office manager or his designate within the existing employment commission job classifications. The community aide position is the only new job classification. Existing specifications were used for all other positions, and established procedures were used for recruitment and selection of personnel. (A schedule of events of the project is included in Attachment 4.4).

Two series of classifications are used for the ROIs: farm placement interviewers and placement interviewers. Educational requirements for these jobs are respectively, two and four years of college. These educational requirements severely restrict the recruitment of indigenous personnel in the Rio Grande Valley, since, according to the 1960 Census, only 25.8% of the population 25 years old or over of Hidalgo County had completed the twelfth grade. This formal educational achievement presents crucial limitation in hiring ROIs. It tends to exclude persons with the ability to reach and command the confidence of the Mexican-American community.

With respect to E & D supervisors, the intention, whether implicit or explicit, seems to be to hire on the basis of internal TEC transfers. These positions are classified as placement interviewer III and require a college degree and applicable experience. For all practical purposes, these requirements limit recruitment to internal TEC personnel.

For community aides, the expressed intention was to hire indigenous older, mature personnel, who were close to the community. The requirements for community aide I are 8 years of formal education. Pertinent experience can be substituted for the required education.

Hiring job counselors was a problem. All but one counselor has been hired. The requirements are a college degree and 15 semester hours in counseling related courses. The problem appears to be in finding qualified persons either locally or willing to relocate in the Valley. A better approach may be a longer range training program of upgrading the skills of indigenous personnel. Perhaps a para-professional training program in basic counseling for the ROIs and even the community aides would be more effective.

5. Training of Staff. Until mid-July, the only field personnel employed were rural outreach interviewers. The training they received was generally informal. Most of the outreach interviewers were hired in February or March, and were immediately sent to the field. It required a great deal of time to locate the proper sample of 94 familites, and because of the need to quickly locate the migrants before they left, an intensive formal training session was impossible. Consequently, some of the interviewers went to the field with only a brief idea of the Project's goals, and they did not know what migrants' needs to look for. One interviewer said that he originally thought that they were only attempting to ascertain health needs of the migrants, and he consequently ignored all other needs.

Formal training lasted two days. This training consisted of instruction in three areas. Mr. Hood covered the goals of the project; Mr. Garza lectured on the social service agencies which were available for migrant referrals; and Mr. Jasper, a TEC trainer from Austin, gave the interviewers instruction on counseling methods. Informally, Mr. Garza has been working with the ROIs. The sample of two hundred non-migrating families, with whom the interviewers are now working, has actually provided the best training for the interviewers. All of the ROIs feel they have benefited greatly from working with this sample, and they feel that this experience will enable them to be of far greater usefulness to the returning migrants. Of particular value for the interviewers has been the opportunity to become acquainted with the social agencies in the Valley.

After most of the staff had been hired, a training session was held on September 23 and 24th. The first day was a review of the Project and the second was a description of the social agencies available. Representatives of some of the social agencies explained their organizations and benefits as well as the qualifications for those it served.

6. Development of Procedures and Policies. Procedures have been worked out in considerable detail in Texas. The procedures are contained in Attachments 4 and 5. The procedures deal with reporting methods and forms to be used, but the day-to-day operationas are the responsibility of the local E & D supervisors and the ROIs. Much coordinating supervision is also received from the Valley Coordinator. Not included in the policies and procedures was a guide to what is required to qualify for services at different agencies and what services are provided. This document would also be useful to other agencies and would be a useful service provided by the E & D project.

MIGRANT-PROJECT INTERACTION

1. Selection of the Migrant Sample. The Transcentury report of May 1, 1969, detailed the selection procedures which were used in determining the sample. Basically, the migrants were selected by two methods. They were located through either clearance orders on file in the ES office or a house-to-house

canvas. The problem of locating the migrants was not nearly so difficult as it was originally assumed and the project completed the sample selection and interviewing one month earlier than was expected. The use of members of the local population as ROIs made the house-to-house canvassing a much less arduous task than it might have been. Most of the ROIs had spent their entire lives in the valley, and they knew exactly where the migrants were located. Some statistical information about the sample families is contained in Attachment 4.6. The 200 sample families who did not migrate were selected on the basis of having needs and having migrated the previous year. Since the selection had to be made quickly some of the families did not meet the selection criteria, i. e. that they were in need of help and were going to migrate. Another problem in the selection was that some families were above OEO guidelines and could not qualify for assistance from the agencies in the North.

The majority of the interviewers were untrained and inexperienced when they began the recruitment for the project. As we have mentioned, delays in funding and the need to complete the interviewing before the migrants left for the North, caused time constraints which necessitated sending the interviewers immediately into the field. Consequently, some of the interviewers began their work before they had much of an idea of what the project was about, and some ot them mentioned that they really were unsure as to what type of needs they were supposed to determine, and what they were supposed to tell the migrants about the project.

2. Interviewing of Migrants. The migrant families were interviewed only once before they left for the North. Since they were interviewed only once, and then quite briefly, it can be assumed that the degree of rapport with the migrants and the accuracy of the need determination was less than might be desired, especially when the ROIs had non-migrant backgrounds.

It was assumed that in-depth interviewing would be conducted in the Northern States, but the initial folders which have been returned indicate that there is still a need for further interviewing. For example, it was discovered during one of the visits with a migrant family that one of the daughters could type and take shorthand, yet this was not recorded in the folder from interviews in the North or Texas.

For the 200 families sample in Texas, many interviews were conducted. Rapport was established over time, but some interviewers are rather official and patronizing in these sessions, and this may limit the confidence of the family in the ROIs. The ROIs approach is more that of a census taker than someone who is trying to assist the family. If the ROIs would avoid doing their folder work during the session, this image would be dispelled.

The ROIs state that most of the migrant families remain suspicious of strangers until, over a period of time, a rapport is established. The ROIs did not have the luxury of repeated visits, but were forced to determine the migrant needs in one short interview. The Trans Century report stated that medical needs were stressed in the interviews, and in some cases the interviewer left the impression that these were the only needs which he was interested in determining. In the field we found that there was an underrepresentation of some categories of needs because the ROI did not know what type of needs they were looking for. As we have stated, one interviewer explicitly stated to the migrants that he was only interested in health needs.

Another problem may be that interviews take longer since many of the interviewers do not speak fluent Spanish. This may also cause rapport to be more slowly established since the family will look on this interviewer as an outsider and therefore not of the same background. Few of the E & D personnel have actually migrated.

Recently there has been a greater use of the community aides who are closer to the people ethnically and have had similar experience. This has been an effective method of reaching the families. This seems to be more important in Texas than the North since the Texans have more fixed attitudes about the Spanish American migrant than the residents of the North.

The problem in the assessment of migrant needs were caused by the inadequate training which the ROIs received. The project was operating under time constraints, and apparently more extensive training was impossible. However, it does seem that all of the ROIs should have had at least the knowledge of what they were looking for in the field. Since the 794

families migrated, the staff has learned many things from servicing the 200 family sample, but perhaps the most important is that needs determination is an on-going process.

3. Arrangements for Service Delivery and Follow-Up. The needs discovered were dealt with either by referring or by arranging for delivery of services through the local service agencies. However, the E & D project still has no commitment of services for the E & D families when they return. For health needs this is not as critical as training since there is not a limitation on capacity of services. One of the problems with getting commitments from the various agencies is that the agencies feel that promises will be made which cannot be kept. Many of the agencies keep asking the E & D Project not to make promises about their agencies unless the outreach worker is sure that the service can be delivered. It is an absolute must that the ROIs know the requirement of the agency to whom they are making the referral.

Manytimes referrals have been made without previously contacting the agency that the individual is going to be coming to. In certain particularly difficult agencies, the ROI should accompany the family member.

If the ROI did not personally take the family member to the service, he would give him a post card which the migrant was to give to the service from which he was to receive the service. This created some problem at one agency which felt that the E & D project was certifying individuals to receive the service.

4. Settling Out Arrangements. ROIs have discussed settling out with families who did not migrate this year, but generally it is felt that few of these people will settle out in the North or in Texas.

Settling out of younger members of migrant families seemed to be more likely. The younger members tend to be better educated and more experienced with the Angloworld through television and the media. The children are easier to convince than the parents about settling out and in many instances the children can convince the parents to relocate. Relocation is occurring as indicated by the high rate of outmigration (see Table 4.2).

Table 4.2

Demographic Characteristics of Texas Counties With Greater than 50% Mexican-American Populations

(Sources: County & City Data Book, 1967, Bureau of the Census and Texas Migrant Labor, 1968, The Texas Good Neighbor Commission)

County	%Population Change 1950-1960	Net Migration 1950-1960	Natural Increase 1950-1960	Natural Increase 1960-1965[x]	Median Yrs. Formal Education	Median Family Income
75 - 90% Mexican-American						
Starr*	+22.9%	-11.0%	+33.8%	+24.8%	4.9	$1700
Jim Hogg	- 6.8	-23.8	+18.5	18.6	6.1	2357
Kennedy+	+39.9	+ 7.6	32.3	21.4	4.2	Not computed: Base < 200
Webb	+15.4	01.95	34.9	33.8	6.4	2952
Maverick	+18.0	-25.4	43.4	47.2	5.6	2523
50 - 75% Mexican-American						
Cameron*	+20.7	-18.6	39.3	26.2	7.9	3216
Hidalgo*	+12.8	-23.7	36.5	26.8	6.3	2780
Brooks	- 6.4	-30.2	23.8	23.6	7.1	3222
Duval	-14.4	-35.9	21.5	18.8	6.9	2878
Jim Wells	+23.4	- 7.0	30.4	20.8	8.2	3717
La Salle	-20.2	-39.1	18.8	17.8	4.8	2296
Dimmit	- 5.2	-27.7	22.5	21.0	5.2	2480
Zavala	+13.3	-16.8	30.2	24.8	4.5	2314
Frio	- 2.4	-25.6	23.2	19.4	6.4	2676
Jeff Davis	-24.3	-46.5	22.2	12.0	7.8	3877
Willacy*	- 4.0	-37.6	33.6	24.0	6.1	2902
Average⊕	+17.3	-20.6	+36.9	+29.0	6.9	2980.
Texas	+24.2	+ 1.5	+22.8	+17.0	10.4	4884.

[x] 1960-1965 Natural Increase adjusted to 10-year equivalent rate for comparison to 1950-1960 rate

*E & D Target Counties

⊕Average of three counties with largest numbers of Mexican-Americans: Hidalgo, Cameron, and Webb. Bexas County (San Antonio) also has large number of Mexican-Americans, but less than 50% of total population is Mexican-American. Hidalgo has almost as many Mexican-Americans as Cameron, Webb, and Bexar combined.

Settling families out in the Valley is not likely. The main constraint is the availability of local jobs, whether non-agricultural, permanent or semi-permanent, or agricultural. Table 4. 3 presents a brief analysis of labor market and population trends in Hidalgo and Cameron counties. The conclusions which may be drawn are that unskilled agricultural employment is decreasing, and the skilled trade employment is increasing. The outmigration is by the skilled and educated, therby further undermining the development of uneducated labor base to move into the skilled trades on a permanent basis.

As yet, Texas has not been involved in any arrangement for aiding the migrants who desire to settle out. It was noted in the Trans Century report that some of the Texas ROIs did not even mention the possibility of settling out the migrants. We discussed this with the ROIs and they gave two reasons why settling out was not discussed. The first reason was that in the early stages of the Project some of the ROIs did not understand the goals of the Project. Due to lack of sufficient training, some ROIs did not know that settling out was a project goal. Secondly, most, if not all, of the ROIs have spent their entire lives with the Valley migrants and they maintain that the migrants do not want to leave the Valley. ROIs mentioned stories of migrants who settled in the North and received wages which would be impossible to earn in the Valley, and yet they would return to the Valley in a matter of months. Generally migrants did not return to the Valley for economic reasons, but for cultural ones. An example of this is a migrant who received a job in an auto plant in Detroit. He earned $4. 79 an hour, which is unheard of as a wage in the valley.

The point of the above example is to illustrate why ROIs in the Valley are so cynical about the possiblity of settling out. They have been in the Valley long enough to know that the Valley is home for the migrants, and that the migrants don't want to leave. The latest reports indicate that the most famous and ambitious resettlement scheme, The LTV Project, is beginning to appear much less successful than was originally thought. The LTV Project is a good model for analysis of relocation from the Valley. 2,184 men, women, and children were located from the Valley to Grant Prarie,

Table 4.3

Labor Market Trends

(Source: Lower Rio Grande Labor Trends, TEC, and County and City Data Book, 1967, Bureau of the Census)

Hidalgo County	Agricultural Jobs	Non-Agricultural Jobs
May 1969	16,000	40,750
May 1967	17,500	36,000
December 1968	15,900	41,910
December 1966	14,950	36,360

Rates of Change:	Annual Rate of Change (Number of Jobs) per Year
Agricultural Employment	
May	-750 jobs per year
December	+465 jobs per year
Non-agricultural Employment	
May	+2,375 jobs per year
December	+2,275 jobs per year
Annual rate of population increase (1950-1960):	+2,050 persons per year

Cameron County	Agricultural Jobs	Non-Agricultural Jobs
May 1969	7,790	33,770
May 1969	10,000	31,670
December 1968	7,000	34,000
December 1966	8,100	31,180

Rates of Change:	
Agricultural Employment	
May	-1,105 jobs per year
December	- 550 jobs per year
Non-agricultural Employment	
May	+1,050 jobs per year
December	+1,410 jobs per year
Annual rate of population increase (1950-1960):	+3,500 persons per year

Texas, near Dallas. 684 men were retrained for jobs in the LTV plant. The company claims a retention rate of 72% a year after the training program. However, sources in the Valley are dubious; they estimate that retention is down to 60% and will continue to drop off as more families return to the Valley. They also emphasize that the LTV program took the cream of the crop, and included a complete relocation program including moving of persons and houshold belongings, intensive training and counseling for the entire family. In this Project the entire family unit was resettled, and a wide variety of services were given the migrant to help ease the painful rural to urban transition.

MIGRANT INFORMATION FLOW

The family folders originate in the Rio Grande Valley in Texas. An ROI completes a job application, family data sheet, applicant contact record, and an applicant employability plan on each family or relevant individual. Then three additional copies are made of each folder. The local Texas ES office will keep one copy and send the other three to the state project director in Austin. The state director's office then sends the remaining two copies to the state ES office in the demand state. The demand state central office then keeps one copy and sends the last copy to the local ES project office.

The folders for the non-migratory sample were reviewed and found somewhat difficult to read. This was due to the ED-2 form, which was used to record each interview. Many times, an action would be commenced by one interview, but no follow-up was found in succeeding interview forms.

A new ED-2 form has been designed which should eliminate many of the difficulties encountered with the older form. The new form will be a summary of interviews and actions taken so that a follow-up may be entered next to the original entry which necessitated the follow-up action. The new form will enable someone unfamiliar with the case to quickly review it.

The folders for the migrating sample are now being returned, but few actions have been taken with respect to recording information in the folders. The entries there related to making contact with the families. Although

Texas has received 185 folders back from Northern states, only 18% of them match the families that have returned or who did not migrate.

Intrastate communication of information was adequate, but many aspects of interstate communication were not. No funds were made available for long distance calls or travel, resulting in the loss of contact of family progress and the ability to verify whatever correct information was being distributed about services available in Texas.

SERVICE DEVELOPMENT

1. Identification of Potential Group Linkages. Since the E & D Project grew directly out of the relatively similar Project Hope, some of the potential service-providing agencies had already been identified. The Project Director and the Valley Coordinator had sole responsiblity for identifying the agencies. The Project Director was aided by State OEO Director Bob Allen in this effort. After some possible sources had been identified, a meeting was called with representatives from these agencies, where they were asked to identify organizations which had been overlooked. In addition, the new business identified within ES, the Employment Commission Office, is a good source of new employers coming into the state, and through this channel it is possible to identify possible sources of employment for the migrant sample.

While the Director was working on the statewide level, the Valley Coordinator worked on the local level. Identifying the potential sources of aid was not difficult for Mr. Garza. He has lived in the Valley his entire life, and worked for the local ES office for fourteen years. He therefore was personally aware of the majority of the agencies. In addition, he had the aid of the local OEO Information and Referral Office, and some publications which identified all of the service agencies in the Valley.

For those agencies identified, coordination has been viable but not yet perfected. The Project Director and the Valley Coordinator have been primarily responsible for coordination with other agencies. However, the ROIs also play a role in this coordination. As more of the service agency operations are understood by the E & D staff, greater coordination will be effected.

2. Coordination With Other Agencies. A complete listing of all coordinating agencies is included in Attachment 4. 7. From this listing it is apparent that most other agencies have been cooperative. Some agencies have actually been quite grateful to the E & D Project for enabling them to fill programs without having to do any recruiting. This has saved these programs both time and money which can be better used in the actual provision of services.

3. Commitment of Services. What services the migrants will be able to receive when they return is still doubtful. The E & D staff have been successful in identifying potential services, and they have been successful in generating good will. However, few of the agencies which provide training or educational services can predict how many slots will be available in September and consequently they are unable to commit slots to the program. It is relatively certain that Texas State Technical Institute will be able to provide the E & E sample with sixty training slots in September. Beyond this commitment everything else is uncertain.

The E & D Project Director is currently negotiating with Wilson and Missouri meat-packing companies which will be moving soon into northern Texas. The Director feels the changes are good that he can work out an on-the-job training agreement with these employers. If the agreement comes through, there will be employment for a large number of migrants. However, all of the migrants will have returned from the North before any OJT agreement can be worked out. Another problem is the uncertainty of whether any migrants will want to be relocated in northern Texas. In the past the migrants have shown an extreme unwillingness to be relocated even under the best of conditions.

Another possibility is a multi-skill training center in the Valley which will accommodate 200 migrants (see Attachment 4.7). The E & D Project will receive all the slots in this program, but again there is now little or no chance that the center will be in operation before the migrants return.

There are a number of other possibilities still up in the air. The most likely possibility is an addition to the available MDTA services in the

Valley. It seems likely that the Project will receive a few education slots in the IIIb Migrant Education Program and anything else is speculation.

If the Multi-Occupational Training Proposal is not approved, it seems doubtful there will be enough slots for the returning migrants, or that there will be a commitment made for more than 100 or 200 returning migrants, i.e., basic education, vocational training and job placement services. The position of coordinating agencies in general might be summarized by the remark of one local CAP administrator: "We'll be glad to give whatever services we can to Project families if and when they show up and if we have slots available at the time." But no one seems willing or able to commit resources in advance, apparently for three reasons:

1) Sponsoring federal agencies frown on reserving slots. Federal agencies are funding filled slots, and they want them full all the time. This means that if slots are open when the E & D sample migrants show up for them, and if they are qualified under the requirements of the funding source, the coordinating agencies will take them, but without any previous commitment, nor with any particular preference for E & D sample migrants over others.
2) The feeling seems to prevail that providing slots for E & D migrants is of no higher priority than providing slots to any other eligible applicants.
3) Future funding is uncertain. Because federal funding sources are vague in the future funding commitments, the coordinating agencies in Texas must necessarily be vague in their commitments to the E & D Project.

SERVICES

1. Health Services. Many services are offered in the area of health, but the needs still exceed the supplies of adequate physical and mental care. The problem is acerbated in many areas by an unusually high incidence of disease. For example, the occurence of tuberculosis is nearly two and one-half times higher in the Valley than all of Texas. There are also more ocular problems.

The local Community Action Program and the Department of Health have been working together to provide better health services. The Department of Health generally provides immunization as well as detection and treatment of communicable diseases. The only outreach function is performed by the Visiting Nurse. A major constraint on Health Department operations is the availability of migrant health funds. All services are suspended for period of time until the bills come in. If there is sufficient funds then, further services are rendered. The Community Action agency has recently received funds for health needs which may help alleviate some budgetary problems for the Health Department. Other health and related services are provided by the Texas Rehabilitation Commission.

2. Other Social Services. Some services do not clearly state what the qualifications are, or what services are given. The county free food distribution in Edinburg has no published criteria for obtaining services. This can provide a major obstacle to the E & D program since it is essentially performing an outreach effort or meet perceived needs. If service criteria are not known, it becomes a hit or miss proposition when an ROI refers a family to an agency such as county free food distribution.

Another project which provides services which may be useful to the E & D project is the Colonia Del Valle. Although this organization is politically inclined, it is attempting to improve housing and related community services. Its successes and failures would provide useful knowledge to the E & D project in the delivery of services.

Fairchild Apollo is also assisting housing projects. They have developed a pre-fabricated house which is easily constructed in a short period of time and at relatively low cost.

5. PROJECT OPERATIONS AND OBJECTIVES ATTAINMENT

Introduction

The present chapter will consider the overall performance of the E and D Project during the six-month period from April 1, 1969, to September 30, 1969. Performance is discussed both in terms of 1) the four basic objectives of the E and D Project (i.e., maintenance of contact; arrangement for service delivery; upward job mobility, and settling out), and 2) the cost per benefit for service deliveries arranged. Finally, effects of project operations on performance is considered for all objectives except that of upward mobility (for which the level of project activity was too low for such analysis.)

Objectives Attainment

MAINTENANCE OF CONTACT WITH MIGRANT PROJECT FAMILIES

The first objective of the E and D Migrant Project was to demonstrate that a network of employment service offices in ten states could be effectively coordinated through information exchange so as to maintain contact with migrants as they moved from location to location. It was felt that such coordinated contacts would yield improved service delivery arrangements for migrant workers.

Successful maintenance of contact with the sample families requires three sequential phases of contact activity: 1) contacting families who have just left Texas and reached their first Northern sojourn; 2) contacting families which have left one Northern location to work in another; and 3) contacting families as they return to Texas from the North. The present assessment can deal with only the first two phases of this activity, since the third occured too late in the year for valid statistics to be obtained.

Table 5.1 presents statistics on the numbers and percentages of sample families contacted in each first Northern sojurn location, as indicated by examination of the family folders. Of the 794 migrant families in the sample, 433 or 54.6% were contacted by the project during their first Northern sojurn. Thus, almost half of those families who had been asked to join the E and D Project in Texas during the spring had no further contact with the project during the next five months. The project was most successful in Ontario, Oregon, where 85.6% of the families were contacted, and least successful in Greenville, Ohio, where slightly less than one fourth of the families were contacted.

In the case of any given family, there are three possible reasons for contact not taking place: 1) the family decided not to migrate from Texas; 2) the family migrated to a different Northern location from the one stated during the initial Texas interview; and 3) the family migrated to the specified area but could not be located by E and D staff. Unfortunately, it is impossible to differentiate among these possibilities from presently available data. Information on reasons for non-contact should be gathered when families are recontacted during the winter in Texas. It is evident, however, that in areas such as Hoopeston, Illinois, which have only a few large camps and a relatively small migrant population, lack of contact is due to lack of migration or migration to a different area. In areas with a larger number of camps and more migrants, the likelihoodincreases that migrants were in the area but could not be located by E and D staff.

The second aspect of migrant contact which can be reported on at present involves the contacting of migrants when they move from one Northern sojourn location to another. Analysis of the family folders indicates that there were twenty-three cases in which folders were sent from one Northern target area to another. Thirteen of these were cases in folders which were forwarded to another area because the families could not be contacted in the first location. In five of the twenty-three cases E and D staff at the second location were able to contact families. These five cases involved only three different families, two of which left an area, went to another, and then returned to the first.

As was the case with initial Northern contacts, it is impossible to develop a baselike statistic which measures the actual number of

	Number of Sample Families	Number Contacted	Percentage Contacted
1. Toppenish, Washington	52	36	69.2%
2. Burley, Idaho	55	45	81.8%
3. Nampa-Caldwell, Idaho	56	45	80.4%
4. Ontario, Oregon	55	47	85.6%
5. Traverse City, Michigan	67	38	56.7%
6. St. Joseph, Michigan	99	32	32.4%
7. Wauseion, Ohio	54	24	44.4%
8. Findlay, Ohio	69	30	43.5%
9. Greenville, Ohio	33	8	24.2%
10. Hoopeston, Illinois	61	44	72.2%
11. Wantoma, Wisconsin	66	38	57.6%
12. Beaver Dam, Wisconsin	37	28	75.7%
13. Muncie, Indiana	63	26	41.3%
14. Albert Lea, Minnesota	27	17	63.0%
TOTAL	794	433	54.6%

Table 5.1: Number and Percentage of Sample Families Contacted during First Northern Sojourn

sample families which migrated from one target area to another. If such a baseline is deemed necessary to evaluate program performance, it should be obtained by survey of sample families during their winter stay in South Texas.

ARRANGEMENT OF SERVICE DELIVERY FOR MIGRANTS

For the purposes of the present assessment, successful arrangement of service delivery was defined as a situation in which a migrant had received a needed service and an E and D staff member had played an active role in arranging service delivery. Thus, cases in which Rural Outreach Interviewers merely recorded the fact that another service agency had delivered a service independent of E and D activity were not counted. Nor were cases of referring migrants to other agencies counted as service delivery arrangement unless follow up indicated that the service had indeed been received. On the basis of these criteria, examination of the family folders during the period from September 2-12, 1969, indicated that the Northern state E and D Projects had arranged a total of 754 services for the 433 families which were contacted during the migration. Of these 754 services, 330 consisted of the in-depth interview requested by Texas and performed by the ROIs leaving a total of 424 other supportive services arranged. Thus, 76.2% of the contacted families underwent an in-depth interview, while approximately one other service was received by each family contacted by the project.

Table 5.2 presents data on the distribution of these arranged services by type of service. It is evident from this chart that the project was most successful in arranging services when either 1) the services were available through employment service resources, or 2) there were a small total number of needs for services recorded. The latter instance does not necessarily reflect a small number of actual needs, but may reflect the tendency of ROIs not to record an unusual need unless a service was arranged.

The low level of service delivery arrangement in Northern states results from three major factors. First, the service delivery resources were generally inadequate in Northern states, particularly for categories where there was the greatest need, such as dental care, medical treatment and eye care. These medical programs were already being used to capacity. Secondly, in the case of programs which were already geared to serving migrants, the agencies themselves could fill the major portion of their available slots without E and D Project assistance. This was the case, for example, with migrant summer schools, day care centers, and Headstart programs. Third, the E and D Project failed to develop effective coordinating

	SERVICE CATEGORY	Number of Needs Identified	Number of Service Deliveries Arranged	Percentage of Needs Met by Arranged Services
1.	Dental care	1084	54	5.0%
2.	School enrollment	933	27	2.9%
3.	Nursery and day care	852	26	2.1%
4.	Medical checkups	803	54	6.7%
5.	Eye care	778	20	2.6%
6.	Minor medical treatments	532	54	10.0%
7.	Innoculations	407	22	5.4%
8.	In-depth interview	433	330	76.2%
9.	Job training	269	7	2.6%
10.	Adult basic eduction	143	2	1.4%
11.	Job counselling	86	57	66.3%
12.	Major medical treatments	76	7	9.2%
13.	Prenatal care	57	10	17.5%
14.	Other supportive services	54	21	38.9%
15.	Food stamp and surplus commodities	37	16	43.3%
16.	Medicine	34	4	11.8%
17.	Psychiatric treatment	24	0	0.0%
18.	Transportation	21	19	90.5%
19.	Social Security assistance	16	11	68.7%
20.	Post-natal care	10	4	40.0%
21.	Welfare	4	2	50.0%
22.	Wage collection	4	2	50.0%
23.	Family planning	3	2	66.7%
24.	Unemployment compensation	2	1	50.0%
25.	Housing regulations	1	0	0.0%
26.	Minimum wage enforcement	1	1	100.0%
27.	Religious organization referrals	1	1	100.0%
	TOTAL	6665	754	11.3%
	TOTAL excluding Category 8.	6232	424	6.8%

Table 5.2: Needs Identified, Services Arranged and Percentage of Needs Served by the E and D Project in Northern States

arrangements with agencies not primarily devoted to serving migrants, mainly because these agencies resisted expending their limited resources to the migrant population.

While the sample families were engaged in their Northern migrations, the Texas E and D Project worked with an additional sample of 200 families which had not migrated from the Rio Grande Valley. For these 200 families, the Texas project referred 106 individuals to job training programs and made a total of 784 referrals to other service agencies. Of the 106 job training referrals, 55 were enrolled in programs. Projections based on a sample of 64 of the 200 families indicate that Texas performed somewhat better than the Northern states in service delivery arrangement. Of the approximately 250 referrals made for the 64 families, 76 resulted in services. When an outside agency delivery figure for the entire group of 200 is projected on this basis and non-job placement services provided by the Texas Employment Commission are added to this number the result is that an estimated 278 services or 1.4 services per family were arranged.

JOB MOBILITY

The third objective of the E and D Migrant Project was to upgrade job skills and jobs of migrant workers in order to offset structural unemployment resulting from mechanization of agricultural operation. Activity toward this goal during the Northern migration consisted mainly of conducting in-depth interviews for later use in job counseling in Texas. There were 330 such interviews with members of the 433 families contacted in the Northern states. Actual placement in upwardly mobile jobs in the North was minimal, mainly because migrants were too involved in agricultural work to seek other jobs. A total of eight placements were made in non-agricultural jobs in Northern states.

In Texas, for the 200 family sample, 179 job referrals had been made, and 49 non-agricultural job placements, as of September 19, 1969.

Clearly, Northern states were unable to work effectively toward fulfillment of this objective. Texas fared better because it was dealing with a less mobile population which was not totally involved in agricultural labor.

SETTLING OUT OF MIGRANTS

The fourth and final objective of the project is to settle migrants out of the stream in order to offset the structural unemployment in the migrant labor pool which is resulting from mechanization. A phone survey of local coordinators in all the Northern states undertaken on October 3 and 6, 1969, indicated that a total of twenty-five sample families had definitely settled out in Northern locations (see Table 5.3). Project staff were able to provide useful help to these families in locating jobs, housing, and community services. Seven of the families were settled out in Idaho, whose E and D add on proposal concerned settling out migrants. The twenty-five families represented 3.1% of the 794 families in the project sample, and 5.8% of the 433 sample families which were contacted by Northern state staff. These percentages are not significantly different from the estimated 5.0% of migrant families which settle out in the North each year and considerable lower than the 10.0% which the Texas E and D Project had hoped for. Nor do they reflect the high attrition which usually occurs after the first Northern winter.

In addition to the twenty-five families which are definitely settling out, Northern states reported that 41 families were definitely interested in settling out, but had not done so yet either because they were not completely decided or because the farm work season had not yet ended. If we assume that half of these interested families will indeed settle out, the percentages increase to 7.0% of the total sample of 794 families and 12.8% of the 433 families which were contacted. If this assumption proves to be correct, the project will have performed at a rate slightly higher than that which would have occurred without the project, but still below the objective set in Texas.

Target Area	Number of E and D Families	Number of Families Contacted	Number of Families Settling out	Percentage of sample Settling out	Percentage of families contacted settling out
1. Toppenish, Washington	52	36	3	5.8%	8.3%
2. Burley, Idaho	52	45	7	12.7%	15.6%
3. Nampa-Caldwell	56	45	0	0.0%	0.0%
4. Ontario, Oregon	55	47	3	5.5%	6.4%
5. Traverse City, Michigan	67	38	1	1.5%	2.6%
6. St. Joseph, Michigan	99	32	1	1.0%	3.1%
7. Wanseon, Ohio	54	24	1	1.9%	4.2%
8. Findlay, Ohio	69	30	3	4.3%	10.0%
9. Greenville, Ohio	33	8	1	3.0%	12.5%
10. Hoopeston, Illinois	61	44	0	0.0%	0.0%
11. Wautoma, Wisconsin	66	38	0	0.0%	0.0%
12. Beaver Dam, Wisconsin	37	28	1	2.7%	3.6%
13. Muncie, Indiana	63	26	3	4.8%	11.5%
14. Albert Lea, Minnesota	27	17	1	3.7%	5.9%
TOTAL	794	433	25	3.1%	5.8%

Table 5.3: Settling out of migrant sample families in northern target areas

Cost-Benefit Analysis of Service Delivery

The major thrust of project activity in Northern states was toward arrangement for delivery of services to sample family migrants. All immediate benefits to migrants (including services towards the settling out of migrants) can be subsumed under the category of "service deliveries arranged." Thus, it is possible to perform cost-benefit analysis of the projects by computing the number of service deliveries arranged and dividing this figure into the amount of money spent. Such a calculation gives the cost per benefit (in this case, the cost per service delivery). A second index of cost per potential service arranged can be computed by dividing the cost of the programs by the total number of needs identified. Comparison of these two figures provides a rough idea of the efficiency with which projects are converting potential into real services arranged. For example, a large difference between cost per benefit and cost per potential benefit would indicate a problem with service availability, while a small difference would indicate that the program was successful with cases of service arrangement attempted.

Figure 5.4 provides data on the amount spent by the program per family, the cost per need identified, and the cost per service delivery arranged. An average of $792 was spent per family contacted over all Northern states. The cost per need identified (potential service) was $58. Finally, the average cost per benefit (service delivery arranged) was $791. These costs seem exceptionally high, particularly when the actual cost of the service itself did not range over $100 in most cases. Thus we have a situation in which the cost of arranging a service exceeds the cost of the service itself by a factor of eight or more.

The high cost per benefit may in part be attributed to the amount of work required for service delivery arrangement in a rural setting and to the special problems involved with a migrant population. Moreover, the large difference between cost per potential benefit and cost per benefit indicates that there were substantial differences in state projects' cost per service delivery arranged. Cost per benefit ranged from a low of $279 to a high at $1817. The low was in an area where migrants were easy to locate and where project staff concentrated on arranging for blocks of service delivery which could simultaneously benefit a number of migrants. The high was in an area where there was only one E and D staff member who divided his time between the local area and the state office. The Hoopeston example shows that under certain favorable conditions, the E and D project is capable of operating at a cost per benefit level which, while not inexpensive, is at least closer to the bounds of reason.

State, local area	Number of sample families	Number of families contacted	Number of heads identified	Number of services delivered	State budget	Amount spent on program per family contacted	Cost per need identified	Cost per service delivery arranged
Washington-Toppenish	52	36		25	$45,424	$1,262		$1,817
Idaho-	111	90		58	$51,016	$ 567		$ 882
Burley	55	45		34				
Nampa-Caldwell	56	45		24				
Oregon - Ontario	55	47		45	$46,087	$ 982		$1,025
Michigan-	166	70		54	$59,457	$ 835		$1,100
Traverse City	67	38		19				
St. Joseph	99	32		35				
Ohio -	156	62		50	$56,118	$ 904		$1,122
Wanseon	54	24		21				
Findlay	69	30		23				
Greenville	33	8		6				
Illinois - Hoopeston	61	44		82	$22,818	$ 518		$ 279
Wisconsin -	103	66		79	$33,368	$ 506		$ 422
Wautauma	66	38		70				
Beaver Dam	37	28		9				
Indiana - Muncie	63	26		37	$20,105	$ 773		$ 543
Minnesota -Albert Lea	27	17		4	$36,000	$ 353		$1,500
Total	794	433	6,232	434	$340,383	$ 792	$58	$ 791

Table 5.4: Cost-benefit analysis of Northern state projects

The Effects of Program Operations on Objectives Attainment

Many factors contribute to the success or failure of social service delivery programs, and certainly not all of them are within the control of program personnel. The South Texas E and D migrant project is operating within the bounds of major constraints about which it can do little or nothing. These constraints include:

1. The characteristics of the target population, including
   a) migrant mobility,
   b) lack of time for other activities during the work season, and
   c) high migrant cultural resistance to change of lifestyle; and
2. limited availability of supportive services from other agencies.

Nevertheless, different approaches in the operation of the E and D Project can make for more or less effectiveness in meeting the objectives of the project.

As part of the assessment, data was gathered concerning the structure and operations of the Experimental and Demonstration Project at each of the fourteen Northern locations. The variables for which data was gathered describe a number of possible lines along which projects at the various locations could differ from one another (see Appendix IV for a variable list). Some variables reflected structural aspects of the project (for example: whether or not there was a clear directive position for the project at the local level). Other variables represented estimations by the assessors of how well a program was operating in a particular functional area (for example, in linking with other groups in the locale which could help migrant workers). The great majority of these variables were of a nominal or ordinal type: that is, there were categories defined as "poor", "adequate", or "good" into which a local program fell. With this type of data it was possible to test hypotheses about the relationship between various program structural and operational aspects by setting up contingency tables (cross-tabulations) and noting whether the tendency for a local program to fall in one category for a certain variable was contingent upon its falling in a particular category for another variable. For example, ability to form effective linkages with other migrant-oriented groups might be contingent on a certain relationship with the local employment service office.

Once contingency tables had been developed for each of the hypotheses to be tested, the tables were analyzed for meaningful relationships. Comparison of tables indicated that certain variables (e. g., assessment of identification of potential linkages with other groups and agencies, and assessment of coordination with other groups and agencies) correlated so highly with one another and exhibited such similar patterns of relationship with other variables, that one of the variables could serve as a proxy for both. The number of variables included in the present analysis was thus reduced considerably and the web of interrelations between project structure and operations made much clearer.

This section includes an examination of target population characteristics for each of the Northern locations to see if any differences in program performance can be attributed to differences in target population.

Programs are then examined to see what variations in operations, policies, and procedures in the various Northern locations.

TARGET POPULATION CHARACTERISTICS

ED-5 forms (family data sheets) in family folders provided information on family education characteristics which might explain differential program performance in various Northern locations. Educational attainment of families might affect either the degree of needs of families or the ability of E and D staff to work with the families. As Table 5. 5 indicates, however, the total sample of 794 families was randomly distributed in Northern locations with regard to educational attainment. Thus, this characteristic could have no impact on differential program performance in the fourteen Northern locations.

Target Area	Mean Grade Education of Families
1. Toppenish, Washington	5.6
2. Burley, Idaho	5.7
3. Nampa-Caldwell, Idaho	5.2
4. Ontario, Oregon	5.4
5. Traverse City, Michigan	6.0
6. St. Joseph, Michigan	6.6
7. Wauseon, Ohio	5.8
8. Findlay, Ohio	5.2
9. Greenville, Ohio	5.9
10. Hoopeston, Illinois	5.1
11. Wautoma, Wisconsin	6.2
12. Beaver Dam, Wisconsin	4.5
13. Muncie, Indiana	5.7
14. Albert Lea, Minnesota	7.0
TOTAL	5.7

Table 5.5: Sample Family Education Characteristics by Northern Location

PROGRAM OPERATIONS AND MAINTENANCE OF CONTACT

The percentage of families which Northern E and D Projects were able to contact depended on three different program operations factors, all of which are modifiable if the program enters a second year of operation. The three factors are:

1) Attitude toward settling out of migrants at the state level;
2) amount of preservice training; and
3) commitment of E and D staff to project objectives and operations.

The attitude of the state farm labor officer towards the project was a critical variable which set the "tone" for the project in each state. If the state director was indifferent to the E and D Project or even opposed to some of its objectives, the project operated at a disadvantage. When state project directors encouraged settling migrants out of the stream, an average of 77.2% of the state's sample families were contacted, while when state project directors either discouraged or accepted without encouraging the settling out of migrants, an average of 54.2% of the state's families were contacted.

Secondly, it was found that sufficient preservice training increased the effectiveness of project staff in contacting families over projects with less trained staff. (See Table 5.6.)

	Hours of Preservice Training			
	0-15	16-25	26-35	36+
Number of local areas	3	3	4	4
Mean percentage of sample families contacted	53.1%	43.1%	56.8%	78.1%

Table 5.6: Mean Percentage of Families Contacted by Hours of Preservice Training

Finally, it was found that commitments to the objectives and operations of the project on the part of the staff was the most critical variable between projects which were successful in contacting migrants and those which were less so (see Table 5.7). This shows the need for hiring staff who are

enthusiastic about the problems to be solved and objectives to be met, rather than employing persons for whom the E and D Project is "just another job".

	Commitment to Project	
	No Direct Commitment	Enthusiastic Commitment
Number of local areas	4	10
Mean percentage of sample families contacted	38.6%	67.3%

Table 5.7: Mean Percentage of Families Contacted by Commitment to the Project

PROGRAM OPERATIONS AND ARRANGEMENT FOR SERVICE DELIVERY

Effectiveness of the program in arranging for delivery of needed services to migrants in large part depended on the availability of migrant-oriented services in local areas and willingness of non-migrant service agencies to devote resources to this population. Within this general context, several program operations affected the amount of service delivery.

In order to determine which program operations were related to service delivery, one service delivery category (dental care) was chosen as a performance variable, representing by proxy all service delivery categories. The category was chosen because: 1) since the overall level of need was so high in each local area (mean dental needs/area = 77.4) the amount of service delivery was not constrained by level of need; 2) because there were no readily available delivery mechanisms in any Northern location, delivery of the service represented a problem of relatively similar difficulty at each location (and thus measured program impact rather than availability of service); and 3) there were sufficient cases of delivery of the service (54) to make quantitative analysis possible.

First, as can be seen in Table 5.8, the existence of clear managerial or administrative leadership at the local level has an important effect on the ability of the project to deliver services. Clearly, projects needed some sort of overall direction of mission as guiding force if they are to work at and be successful in obtaining difficult services.

	Directive Position at Local Area	
	No	Yes
Number of Local Areas	3	11
Mean Number of Dental Services Delivered	0.33	4.7

Table 5.8: Mean Number of Dental Services Delivered According to Whether There Is A Clear Project Directive Position at the Local Level

Secondly, the more adequate training was rated, the more effective programs were at delivering services (see Table 5.9).

	Training		
	Poor	Adequate	Good
Number of Local Areas	3	8	3
Mean Number of Dental Services Delivered	1.0	2.9	9.0

Table 5.9: Mean Number of Dental Services Delivered by Adequacy of Training

This relationship occurs because training programs which were noted as good generally devoted time to the problem of obtaining services when none were readily available.

Similarly, adequacy of procedures was rated, among other criteria according to whether procedures were included for action in situations where there was no obvious mechanism for service delivery. In many states, procedures covered only the barest skeleton of project activities and left staff with no clear course of action when they ran into obstacles. Those states which included procedures for handling fairly difficult problems (such as obtaining services not readily available) were more successful in arranging dental services than other states (see Table 5.10).

Finally, as was the case with percentage of sample families contacted, commitment of staff to program objectives and operations made a significant difference in the amount of service delivery. In the four projects which had no direct commitment on the part of staff, mean number of services delivered per area was 0.8, while for projects with high staff commitment the mean per area was 5.0.

	Procedures Poor	 Adequate	 Good
Number of Local Areas	5	6	3
Mean Number of Dental Services Delivered	1.0	2.8	10.3

Table 5.10: Mean Number of Dental Services Delivered by Adequacy of Procedures

Thus, effectiveness of service delivery can be improved within the program by providing adequate management at the local level, by putting greater emphasis on service delivery arrangement methods during training, by incorporating arrangement methods into standard operating procedure, and by recruiting staff with higher commitment to the project.

PROGRAM OPERATIONS AND SETTLING OUT OF MIGRANTS

Two major different types of program operations factors affected program performance in reaching the objective of settling families out of the migrant stream. First, as was the case with the other objectives, support of the program at the state level was critical. In the eleven states where the state office either discouraged or accepted the objective of settling migrants out, the average settling out percentage of all families in the sample was 2.6%, and the percentage for families contacted was 5.4%. On the other hand, in states where the state director actively supported and encouraged the settling out of migrants, an average of 6.2% of all families and 8.0% of families contacted were settled out of the migrant stream. Thus, once again it is evident that projects will operate most effectively when they have the acceptance and support of state leadership. Discussions with Rural Outreach Interviewers confirmed the validity of this finding. In every location ROIs were sensitive to managerial positions on various issues involving the project, and they tended to perceive the state E and D director's attitudes as constraints on their activities. In some cases ROIs maintained that the state director's attitude manifested itself in various decisions about program structure and operations which made it difficult if not impossible for the program to be successful. In short, attitude toward the project at the state level had far-reaching implications for project success.

The second set of factors affecting the success of settling out activities involved more immediate interactions between program staff and sample families. The three factors in this group which affected amount of settling out were: 1) employment of a job counsellor by the project; 2) percentage of families with which job opportunities were discussed; and 3) adequacy of follow up procedures for service delivery. (Tables 5.11 to 5.13 provide the quantitative data on these findings.) Presence of an E and D job counsellor positively affected the amount of settling out because it provided a readily available source for such activities for sample families. In most states which did not employ an E and D counsellor, Rural Outreach Interviewers did not utilize the counselling services of the local employment service office, because the local office counsellors were unsympathetic to the project as because they were perceived to be so by project staff.

Percentage of families with whom job opportunities were discussed also had an impact on settling out rates. The more families with whom jobs were discussed, the higher the rate of settling out. Such a finding makes intuitive sense, yet the surprising thing is that some five projects discussed jobs with fewer than 15% of the families they contacted. Conversations with migrants by members of the assessment team revealed cases in which families were surprised to know that there was a possibility of getting a non-agricultural job through the E and D Program. It is, thus, not surprising to find that when migrants are not informed of available options, they fail to act on such options.

Finally, the more adequate follow up procedures were assessed to be, the higher proportion of families settled out. This finding indicates the necessity for repeated contact and following through on settling plans if settling out is to materialize.

	Counsellor on Project at Local Area	
	No	Yes
Number of Local Areas	11	3
Mean Percentage of all Sample Families Settled Out	2.8%	5.4%
Mean Percentage of Contacted Families Settled Out	5.2%	8.7%

Table 5.11: Settling out by Employment of Job Counsellor by Project

	Percentage of Families with whom Job Opportunities were Discussed			
	0-15	16-50	51-85	86-90
Number of local areas	5	1	4	4
Mean percentage of all sample families settled out	2.0%	0.0%	3.6%	5.6%
Mean percentage of contacted sample families settled out	6.0%	0.0%	6.0%	7.4%

Table 5.12: Settling out by percentage of families with whom jobs were discussed.

	Follow - Up Adequate	 Good	 Excellent
Number of Local Areas	6	6	2
Mean Percentage of all Sample Families Settled Out	1.7%	3.2%	8.8%
Mean Percentage of Contacted Sample Families Settled out	3.0%	6.4%	13.6%

Table 5.13: Settling out by Adequacy of Follow-up

Summary

This chapter has presented information about program performance in attainment of the four objectives of 1) maintaining contact with sample families; 2) arranging service delivery ; 3) improving job status of migrants; and 4) settling families out of the migrant stream. The project was found to have contacted 54.6% of the sample families during their first Northern sojourns. No information was available about the percentage of families recontacted upon their return to Texas, since not all families had returned. The project arranged delivery of a total of 754 services in Northern states, including 330 in-depth interviews. In Texas, statistics projected on the basis of a sample of the 200 families worked with during the summer indicated that some 278 services were arranged. Eight job placements were made in the North and 49 in Texas. Finally, a total of 25 families were settled out in the North. This represented 3.1% of the total sample and 5.8% of families contacted in the North.

The program was then discussed in terms of operations which had an effect on program performance. Major contributors to effective performance were found to be state director's attitude toward the project, management, amount of staff training, staff commitment to the project, and type of project-migrant interaction.

The next chapter examines the reasons for variations in effectiveness of program operations.

6.0 FACTORS AFFECTING PROGRAM OPERATIONS

Introduction

The previous chapter presented data concerning objectives attainment and analysis through contingency tables of how various program operations affected objective achievement. The program operations thus analyzed were only ones which had a direct relationship with program performance. It is also the case that program operations may either 1) affect performance indirectly by providing the conditions necessary for proper operation, or 2) affect performance indirectly by affecting other program operations which have a direct effect on program performance. This chapter therefore presents analysis of factors contributing to successful program operations.

Program Structure and Service Delivery

The major system of interrelationships which resulted from contingency analysis involves characteristics of the various projects in terms of upper level management and their relation to the various activities involving delivery of services to migrants, i.e., finding services, arranging for delivery, and following up service delivery. The characteristics of upper level management are all independent variables in that they are not related to any antecedent variables. Moreover, their relation to project operations variables is clearly a causal one, since they are variables which were fixed at the beginning of the project.

ATTITUDE OF THE STATE E & D DIRECTOR

The first of the variables of interest describes the assessors' estimation of state project directors' attitude* toward the project (in terms of favorable vs. unfavorable or indifferent). There were significant differences in the projects in terms of attitudes. Most states were enthusiastic or, at least, hopeful that the project could provide the basis for beginning to help migrants. Two state project directors, however, were opposed to the project and its goals because of a generally conservative political orientation and vested interest relationship with employers of migrant workers. This attitude on the part of state directors did not seriously affect most project operations because of the directors' distance from the local offices. There was, however, a "tone" set by the state directors which made project staff feel either constrained in their activities (if the attitude was unfavorable) or free to operate as effectively as possible to serve migrants. This tendency is most clearly exhibited in the relationship between the project director's attitude and how well the project identified and obtained commitments for services. As Table 6.1 indicates, neither of the states with an unfavorable attitude on the part of the state director were rated as "good" in obtaining services, while 50% of the other states obtained such a rating.

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*Operational definitions used in this chapter are included in the variable list and interview guides in Appendices IV and V.

		Project Director's Attitude toward Project		
		Unfavorable	Favorable	Total
Finding Services	Poor	1	3	4
	Adequate	1	3	4
	Good	0	6	6
	Total	2	12	14

Table 6.1: State Project Director's Attitude and Identification and Commitment of Available Services

RELATIONSHIP OF THE PROJECT TO LOCAL OFFICES

The project differed from place to place in its relationship with the local employment service offices. These differences were found to have significant effects on the projects' ability to operate in several different areas relating to service delivery.

The project-local office relationship took one of three general forms: 1) the local office manager (LOM) had substantial influence over the project located in his office; 2) although the project was located in his office, the local office manager had no direct control and little influence over the project; and 3) the project operated outside the local office (e.g., in a jobmobile) and there was no direct influence by the local office manager.

Of these three possibilities, the second (internal independent) one seems to lead to most effective project operation. The effectiveness of management estimated by the assessors (see Table 6.2) was uniformly poor in cases where the project was located outside the office and only adequate in one out of two cases when the project was inside the office and influenced by the local office manager. On the other hand, seven of the ten projects which were in the local office but relatively independent of local office manager's control were rated as having adequate management.

		Relation to Local Office			
		Internal LOM Influenced	Internal Independent	External	Total
Management	Poor	1	3	2	6
	Adequate	1	7	0	8
	Good	0	0	0	0
	Total	2	10	2	14

Table 6.2: Local Office Relationship and Management

Relationship to local office also had an effect on the ability of the program to form linkages with service delivery programs in the local area (see Table 6.3).

		Relation to Local Office			
		Internal LOM Influenced	Internal Independent	External	Total
Linkages	Poor	0	1	1	2
	Adequate	1	4	1	6
	Good	1	5	0	6
	Total	2	10	2	14

Table 6.3: Local Office Relationship and Linkages

Those programs which were located outside the E. S. Office did not perform this function as well as projects within E. S. offices. This occurence would seem to be due to the credence, contacts, and communication channels available through local E. S. Office auspices.

Finally, relation to local office has an impact on the ability of the project to locate new services and arrange delivery of services to migrants. (See Table 6.4). In both cases, projects operated more effectively when they were located within the local office but independent of local office manager control.

		Relation to Local Office			
		Internal LOM Influenced	Internal Independent	External	Total
Finding Services	Poor	1	1	2	4
	Adequate	1	3	0	4
	Good	0	6	0	6
Delivery Services	Poor	0	0	0	0
	Adequate	1	4	2	7
	Good	1	6	0	7
	Total	2	8	2	14

Table 6.4: Relationship to Local Office and Finding and Delivery Services

Thus, it seems in general that the optimum arrangement for the E and D Project is to be located in an E. S. office where services, facilities, communication, and counsel are readily available. At the same time, however, it is important that the projects not be directly controlled by local office managers. In the first place, LOMs generally do not have sufficient time to give the project adequate supervision, but, in addition, the orientation of LOMs is often inconsistent with the project's objectives.

THE NEED FOR A CLEAR DIRECTIVE POSITION AT THE LOCAL LEVEL

A third structural variable categorizes the projects according to whether there is a clearly defined responsibility for the project at the local level. In most cases an E and D Project coordinator was appointed, or the local office manager served in such a capacity. In some states one of the Rural Outreach Interviewers served as coordinator. In three cases, however, the line of authority was unclear. As Table 6.5 shows, there is a clear need for direction at the local level. Projects without such direction did not operate as effectively as those with such direction. This was evident in the areas of management, finding services, linkages, and delivery of services. Such a finding indicates that Rural Outreach Interviewers do

		Clear Directive Position for Project at Local Level		
		No	Yes	Total
Management	Poor	3	3	6
	Adequate	0	8	8
	Good	0	0	0
Finding Services	Poor	2	2	4
	Adequate	0	4	4
	Good	1	5	6
Linkages	Poor	1	1	2
	Adequate	2	4	6
	Good	0	6	6
Delivery of Services	Poor	0	0	0
	Adequate	3	4	7
	Good	0	7	7
	Total	3	11	14

Table 6.5: Directive Position at the Local Level and Other Program Operations

3

not have the authority or capability for operating autonomously. Indeed, it would seem that the success of the project requires another role in addition to that of the ROI.

MANAGEMENT AND PROJECT OPERATIONS

It has already been noted that the effectiveness of management is in part contingent on the relationship of the project to the local employment service office and to the presence of a clear directive position. The effectiveness of management also has a clear relationship to the various activities necessary in order to provide services for migrants. Good management is required for identifying potential linkages with service agencies and effectively coordinating with them. It is highly correlated with the adequacy of arrangements for delivery of services, and it also has an impact on the effectiveness of follow-up procedures and actions (see Table 6.6).

		Management			
		Poor	Adequate	Good	Total
Linkages	Poor	2	0	0	2
	Adequate	3	3	0	6
	Good	1	5	0	6
Service Delivery	Poor	0	0	0	0
	Adequate	5	2	0	7
	Good	1	6	0	7
Follow-up of Service Delivery	Poor	3	1	0	4
	Adequate	2	6	0	8
	Good	1	1	0	2
	Total	6	8	0	14

Table 6.6: Consequences of Management

Management was not found to be "good" in any of the locations. Complaints were frequently made by ROIs that they did not feel they had enough direction or that they didn't feel there was anyone backing them up. Suboptimal management was revealed by such recurring problems as a lack of explicit task definition, poor monitoring of ROI activities, and lack of a person to whom ROIs could come with problems. Its effects on project operations are understandable. Formation of coordination linkages with other agencies requires skill and activity at the managerial and administrative levels. Service delivery, though it can be accomplished by the ROI on his own, is expedited by the presence of a program coordinating manager. Finally, Rural Outreach Interviewers are not prone to follow through on the results of their arrangements for services, and the presence of a manager provides the direction which improves the operation in this respect.

LINKAGES, FINDING, AND DELIVERING SERVICES

Aside from conducting in-depth interviews for follow-up in Texas, the primary task of northern state projects was to arrange for the delivery of supportive services to migrants while they were migrating in the North. The effectiveness with which this operation was carried out depended on a number of factors. As has already been noted above, such structural considerations as management and relation of the project to the local E. S. office had impacts on service delivery. On a more immediate level there is a set of tightly knit relationships between the activities of identifying potential coordination linkages with other groups, finding and committing available services, and arranging for delivery of services to migrants.

The task of identifying linkages is merely one of determining what local social service agencies exist and pinpointing their activities to see if they are relevant to the needs of migrants. As Table 6.7 indicates, "poor" linkage identification resulted in a poor ability to obtain commitments for services, while "good" linkage identification insured that commitment of services would be at least adequate. Thus, the identification of linkages must be adequately performed before any commitments of services can be made. A similar finding exists between identification of linkages and delivery of services (see Table 6.8).

		Identification of Potential Linkages			
		Poor	Adequate	Good	Total
Finding and Committing Available Services	Poor	2	2	0	4
	Adequate	0	1	3	4
	Good	1	2	3	6
	Total	2	6	6	14

Table 6.7: Linkages and Finding Services

Finally, the effective delivery of services depends upon the ability of the organization to work closely with service agencies and obtain commitment or coordinating arrangements with them. When service delivery was less than its potential in Northern states it was often because E and D staff did not seek out any special arrangements with service agencies: in these cases E and D clients fared no better at service agencies than they would have without project activities. In the cases where the E and D project had sought out other groups and obtained their cooperation, arrangements for service delivery were in general much more satisfactory (see Table 6.9).

		Identification of Potential Linkages			
		Poor	Adequate	Good	Total
Service Delivered	Poor	0	0	0	0
	Adequate	2	4	1	7
	Good	0	2	5	7
	Total	2	6	6	14

Table 6.8: Identification of Linkages and Service Delivery

		Finding and Committing Available Services			
		Poor	Adequate	Good	Total
	Poor	0	0	0	0
Service Delivery	Adequate	4	2	1	7
	Good	0	2	5	7
	Total	4	4	6	14

Table 6.9: Finding Services and Effectiveness of Service Delivery

SUMMARY

Discussion in this section has focused on program administrative and managerial structure and its relation to the major operations concerned with delivery of services to migrants. Interestingly enough, these structural aspects are the only variables which were found to be related to the adequacy of service delivery. Figure 6.10 thus summarizes the relationships between operations which have an impact on service delivery. It is significant that a number of other variables more logically linked with service delivery (such as ROI ethnicity, ROI reported service delivery procedure, and case load), were not found to be related to adequacy of service delivery. Clearly, given the constraining factors of overall availability of services in a given local area, the effectiveness of E and D project operation is presently not limited by Rural Outreach Interviewers' capabilities or activities. Rather, it is constrained by the extent to which ROIs' activities are supported by state and local offices, and coordinated and planned for by a person at the local level sympathetic to the project's objectives.

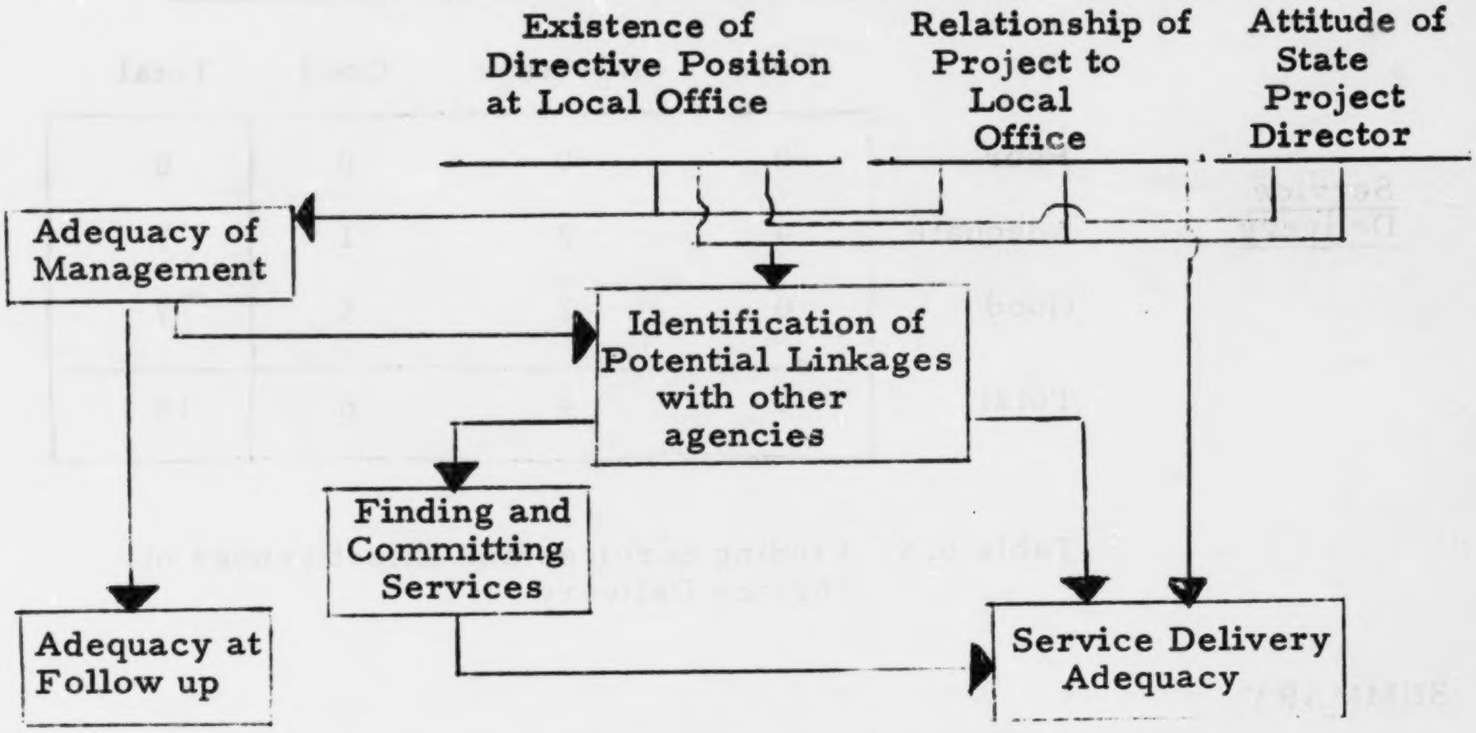
Existence of Directive Position at Local Office
Relationship of Project to Local Office
Attitude of State Project Director
Adequacy of Management
Identification of Potential Linkages with other agencies
Finding and Committing Services
Adequacy at Follow up
Service Delivery Adequacy

Figure 6.10: Major Relationships between Administrative and Managerial Structure and Service Delivery Operations

Other Major Findings on Project Operations

Impact of program structure, policy, and operations on other project operations was not limited to the areas related to service development and delivery. Other identifiable critical operations included program startup, hiring and training, and migrant interaction.

PROGRAM STARTUP

The ease with which the transition was made from a non- E & D situation to a fully implemented program at each local area was found not to depend on the factor which many projects directors cited--late funding. In fact, the timing of funding had no consequences for project success. Only one factor was found to be instrumental in determining the adequacy of startup activities such as recruiting, hiring and training staff, and beginning E & D operations. As Table 6.11 indicates, the presence or absence of a clear directive and coordinating role at the local level significantly affected the degree to which project operations were hampered by political power plays and authority

		Directive Position at Local Level		
		No	Yes	Total
Project Transition in Terms of Challenges to Established Intragency Relations	Very Disruptive	1	1	2
	Disruptive	2	0	2
	Adequate	0	8	8
	Smooth	0	1	1
	Very Smooth	0	1	1
	Total	3	11	14

Table 6.11: Directive Position and Project Transition

challenges. In the three projects where there was no clear responsibility for the E and D Project at the local level, serious conflicts over who was to control the project arose, while only one of the ten projects with a clear directive position faced this problem. Because of the time constraints under which the project was operating (i.e. the need to contact migrants during a limited portion of the summer), the poor transition seriously hampered project operations. In the projects with authority challenges, time devoted to political in-fighting and the resultant bitterness and resentment kept the program from operating effectively even after conflicts had been resolved. This finding reinforces those related to service operations, in which it was found that a clear directive position made for more effective linking with agencies and delivery of services.

HIRING AND TRAINING AND THEIR CONSEQUENCES

The effectiveness of hiring and training policies was found to have impacts on a number of program aspects, including staff experience, ability to identify potential service agency linkages, ability to obtain commitments for available services, and indirectly, staff commitment to the project and accuracy of needs information.

First of all, the adequacy of hiring methods--including establishment of job criteria, recruiting of potential staff, and staff selection--had a direct impact on the quality of staff which were obtained. (see Table 6.12). Experience was rated as either "somewhat relevant" or directly relevant." The second category included persons who either had worked in a position directly to their

E & D position (e.g., as an outreach worker for the employment service or another social service agency) or had backgrounds as migrant workers. As Table 6. 13 indicates, those projects with "somewhat relevant" staff experience were evenly divided in their commitment to the objectives and operations of the project, while projects with experienced staff, experience a greater degree of committtment to the program. As can be seen in Tables 6. 14 and 6. 15, the degree of commitment of staff to the project had an impact in two areas of project operations--accuracy of needs determination and obtaining commitments from other agencies for available services. Thus it appears that the greater the commitment of the staff to the project, the more successful will be the efforts to determine migrants' needs and deliver available services.

In addition to affecting the degree of staff commitment, staff experience had an impact on the key project operations of identifying potential linkages with other service agencies and finding and committing services to the project. However, as Tables 6. 16 and 6. 17 indicate, the strength of these relationships is not particularly great, probably because of the stronger impact of other factors previously discussed (such as relationship to the local office and existence of a clear directive position at the local level) on these project operations. The relationships are also somewhat weaker than they might otherwise be because "experienced staff" includes persons who have worked in the migrant stream but had no experience in service development. Nevertheless, there is a discernable trend indicating that more experienced staff yields more effective action in the development of services for migrants.

The time and effort devoted to training project staff also had an effect in the area of service development. From Tables 6.18 and 6.19, it may be seen that projects which were assessed as "good" in their staff training program performed better at identifying potential interagency linkages and obtaining commitments for services to imigrants than did projects with "poor" training. This finding was consistently substantiated by reports from Rural Outreach Interviewers who did not feel that they had sufficient training. These ROIs complained about feeling inadequate for their jobs. They particularly were at a loss as to how to work with other service agencies in their local areas.

		Hiring Methods				
		Poor	Adequate	Good	Very Good	Total
Staff Experience	Somewhat Relevant to Present Job	2	4	2	0	8
	Directly Relevant to Present Job	0	2	3	1	6
	Total	2	6	5	1	14

Table 6.12: Hiring Methods and Relevance of Staff's Previous Experience.

		Staff Experience		
		Somewhat Relevant to Present Job	Directly Relevant to Present Job	Total
Commitment to Project Objectives and Operations	No direct commitment	4	2	6
	Enthusiastic commitment	4	4	8
	Total	8	6	14

Table 6.13; Staff's Previous Experience and Commitment to the Project

		Commitment to Project Objectives and Operations		
		No Direct Commitment	Enthusiastic Commitment	Total
Accuracy Of Needs Determined	Poor	3	0	3
	Fair	5	4	9
	Good	0	2	2
	Total	8	6	14

Table 6.14: Commitment and Accuracy of Needs Determination

		Commitment to Project Objectives and Operations		
		No Direct Commitment	Enthusiastic Commitment	Total
Finding and Commiting Available Services	Poor	3	1	4
	Adequate	3	1	4
	Good	2	4	6
	Total	8	6	14

Table 6.15: Commitment and Finding Available Services

		Staff Experience		
		Somewhat relevant	Directly relevant	Total
Identification of Linkages	Poor	2	0	2
	Adequate	3	3	6
	Good	4	2	6
	Total	9	5	14

Table 6.16: Staff Experience and Identification of Linkages.

		Staff Experience		
		Somewhat relevant	Directly relevant	Total
Finding and Commiting Available Services	Poor	3	1	4
	Adequate	3	1	4
	Good	3	3	6
	Total	9	5	14

Table 6.17: Staff Experience and Finding Available Services

		Training			
		Poor	Adequate	Good	Total
Identification of Linkages	Poor	2	0	0	2
	Adequate	0	7	0	7
	Good	1	1	3	5
	Total	3	8	3	14

Table 6.18: Adequacy of Training and Identification of Linkages

Finding Services	Training	Poor	Adequate	Good	Total
	Poor	2	2	0	4
	Adequate	1	2	1	4
	Good	0	4	2	6
	Total	3	8	3	14

Table 6.19: Adequacy of Training and Finding Services

Figure 6.20 displays the various relationships relating to hiring and training which have been described above. These relationships clearly indicate the need for adequate hiring criteria and operations, and for training which not only acquaint the new staff member with Employment Service and Farm Labor and Rural Manpower policies and procedures, but also with the "real world" knowledge necessary to perform activities for effective arrangement of services for migrants. Recommendations concerning these functions are included in Chapter 2 of this report.

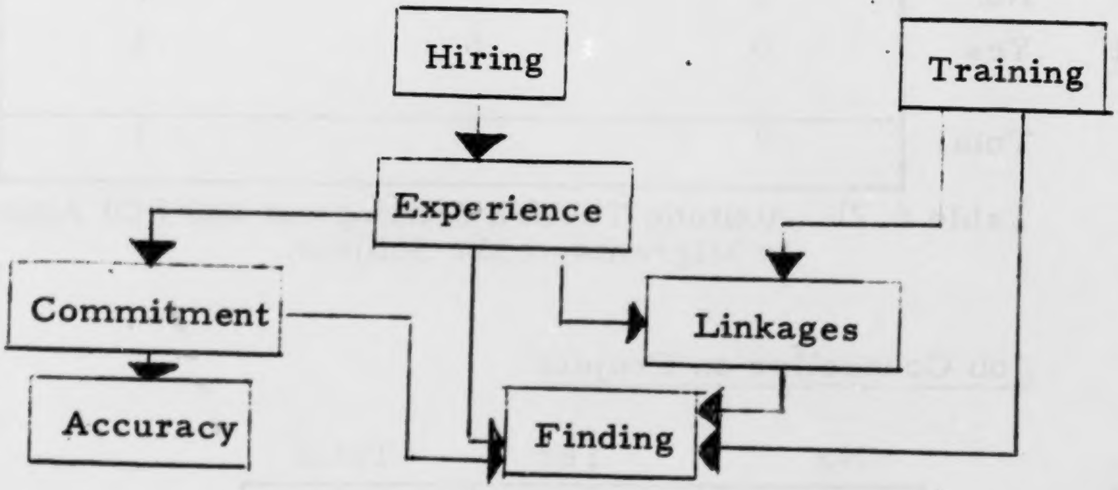

Figure 6.20: A Summary of Consequences of Hiring and Training.

PROJECT STRUCTURE AND SETTLING OUT OF MIGRANTS

Ambivalence of State E and D Projects towards the goal of settling migrants out of the stream has already been noted in Chapter 2. More detailed examination of this ambivalence is included in the state case studies (Appendix I). Contingency analysis has revealed that the approach taken on this issue is closely related to two factors: 1) overall attitudes toward the project at the state level, and 2) the presence of a job counsellor working full-time for the E & D Project. (See Tables 6.21 and 6.22).

		Attitude toward Settling out at State Office			
		Discourage	Ascertain Cases of Strong Desire	Encourage	Total
Counseling of Migrants about Settling out Options	No	2	3	0	5
	Yes	0	6	3	9
	Total	2	9	3	14

Table 6.21: Attitude Toward Settling out and ROI Approach to Migrants on the Subject.

		Job Counsellor on Project		
		No	Yes	Total
Counseling of Migrants about Settling out Options	No	4	1	5
	Yes	6	3	9
	Total	10	4	14

Table 6.22: Availability of Job Counsellor and ROI Approach to Migrants on Settling Out.

Summary

This chapter has examined the relationships between project structures, policies, and operations. The findings may be summarized briefly as follows:

1) The major relationships among various project operations are those between various aspects of the administration, management, and

political environment of the project on the one hand, and activities related to coordination, commitment of services, arrangement for service delivery, and follow up of delivery on the other. These findings indicate that present problems in the program stem from organizational difficulties rather than from inadequate staff performance. Thus, within present constraints external to the project (e. g., the availability of services from other agencies) project effectiveness can be maximized by changes in administrative structure.

2) Attitude towards the project by the state director and the existence of a clear responsibility role at the local level determine the smoothness with which the projects at the various local areas began operating.

3) Adequate recruitment criteria and methods as well as situationally relevant training are the principle factors other than those described in (I) above which affect the various service development and delivery operations.

4) Approach with migrants concerning the issue of settling out is contingent upon both the attitude towards having migrants settle at the state level and the availability of and E and D job counsellor at the local level.

5) There is no coherent pattern across states between project operations aside from the ones presented in this chapter. Of greatest interest in this regard is the lack of patterned relationships between the lateness of funding and other project operations.

7. MIGRANT EXPERIENCE WITH THE PROJECT

Introduction

Although it was not the specific purpose of this study to determine the experience of migrant workers with the E and D Project (that task was assigned to New TransCentury Corporation and Interstate Research Associates); nevertheless, our work occasionally provided the opportunity to discuss the program and other matters with migrant workers, both those in the sample and others not in the program. Thirty-one families were interviewed on an informal basis. Of these, twenty-one families were in the E and D Project and the remainder were not. The length of Interviews ranged from fifteen minutes to two hours. This chapter is based on the information gained through those interviews.

Overview

Most of the migrants who were interviewed can be characterized as 1) lacking in knowledge of the world outside migrant agriculture; 2) unaware of their basic legal and civil rights, and, where they do possess such awareness; 3) afraid of reprisals should they attempt to receive redress for grievances.

Migrants in general live in the sheltered world and closed community of labor camps, fields, and travel in the Northern states. They are almost invisible to the casual observer driving through farm states, as they generally do not utilize either the normal travel facilities, or for that matter, the stores and shops of the small towns they work near. Free time is generally spent in the camps where there are few, if any, televisions, some radios, and almost no printed matter.

One result of their limited exposure to either the media or the outside community is that migrants have little or no conception of their basic legal and civil rights. They do not know what to do when they are mistreated or swindled. They are only vaguely aware of attempts being made to organize farm worker unions. Some migrants are more perceptive about their situation, and can explain to the interested listener the realities of excessive pay deductions, crew leader-crew member relations, the way emergencies are handled, and the bonus system. But even those who are sufficiently aware to know when they have legal grounds for complaint are usually afraid to take any action since they have seen others before them fired immediately when they attempted to do something as simple as collect their rightful wages.

The migrant workers interviewed tended to display a number of similar personality traits, which seemed to be constructed to permit viable psychic life under the stress and difficulties of migrant labor. The two most important of these are a happy appearance, which concentrates on the small joys and finds some humor in everything, and a general acceptance of a life determined by uncontrollable external forces or fate.

These attitudes were generally coupled with cynicism towards the government which was perceived as a single entity, and referred to as "they". Any attempts "they" might make to change the plight of migrants were regarded as operating for some ulterior motive.

On the other hand, some sample family members preceived the ROIs as sincere in their efforts to help migrants, were grateful for any help they received from the program, and did not have high expectations which could not be met.

Still other members of sample families resented having been included in the sample, denied that they had needs which they could not take care of themselves, and refused any services offered them by the program.

Two separate factors seem to determine the overall attitudes of migrants towards government programs in general and specifically the E and D Project. First, there is the overall seriousness of needs in the migrant's family. Those who have adapted to the necessary lifestyle, who have learned how to carry on the business of being a migrant, and who are independents or "freewheelers" --those migrants generally have few needs from the program because they have successfully learned how to handle their own affairs. They approach the program with a high degree of rationality and little emotional involvement. Other families, less successful in the business of being migrants - generally educated and members of large crews - have many needs and problems, and therefore a high psychic involvement with any outside help that is offered.

The second major factor affecting attitudes towards the E and D Project is the degree of expectation of the migrants. Depending on whether needs are high or low, the level of expectation affects attitudes in opposite ways, as Table 7.2.1 shows.

		Expectations	
		LOW	HIGH
Needs	HIGH	General cynicism. Gratefulness for any services received.	Disillusionment with program.
		Refusal of services.	Rational utilization of services.

Table 7.2.1: Effects of Needs and Expectations on Migrant Attitudes toward the E and D Project.

One constant complaint of Northern states in the project was that Texas had oversold the program while recruiting families for the sample in the Spring of 1969. In numerous cases migrants were promised that all services listed on the ED-5 would be provided in Northern states. This resulted in a great deal of bad feeling in Northern states, occasionally causing outright rejection of the program and refusal to meet with the ROI.

Disillusionment with government programs is not a new feeling for migrants. Some of those with whom we talked made jokes about programs and commented that the cards were stacked against them because of the great power of employers and crew leaders, who generally regard such programs as threatening. Others pointed out that the resources for these programs are often spent on staff (and evaluation) rather than directly on fulfilling needs of migrants. One individual felt that the E and D Project was just a study because as far as he could see ROIs had nothing concrete to offer migrants.

In short, although some migrants have found ways to be successful agricultural workers and are relatively happy, satisfied, and capable of meeting their needs, most migrants present an affect of happiness and acceptance of fate, while feeling disillusioned, hopless, and cynical towards efforts to help them.

Project Families and Services in the North

E and D Project families responded to questions about the usefulness of project activities in the North in a number of different ways. Some families felt that the program was a good one because it helped them to get services which they hadn't received before. One migrant commented, "We've never had anything like it." Migrants were grateful for services that were arranged through the program, and particularly appreciated the aid of transportatation, and the Headstart and day care programs which became available. Most migrants interviewed also seemed to sincerely enjoy the opportunity to talk with the ROIs about available services and job training opportunities. They also spent hours talking on informal subjects with ROIs who provided them with a source of information about the non-migrant world. These informal conversations also provided the ROIs with a better understanding of the problems and needs of migrant workers. Thus, counted among the benefits of the E and D Project must be the social interaction and exchange of ROIs and migrants.

In counterpoint to the appreciation of services when they were delivered was criticism of the program along a number of lines. First of all, many migrants felt that they had been duped by ROIs in Texas who had promised that all their needs would be met in the North. Northern ROIs had to spend many hours explaining their activities and the limits to what they could accomplish in order to eliminate migrants' misconceptions of the programs.

Several migrants maintained, after their misconceptions had been straightened out, that the project could provide them with no real benefits since the Project had no services of its own to offer. Others simply stated that though they had been visited several times by ROIs, they had as yet not received any concrete benefits from the program.

Procedural inconveniences were a common source of complaint for the migrants. For example, the process of applying for many services, such as food stamps and welfare, involved too much red tape and by the time the application was processed there was no longer a need for the service. Migrants suspect that delays in processing are used to exclude migrants from receiving benefits. Another complaint was that services were often scheduled during migrant working hours when they were unable to take advantage of them.

Services which escaped these major drawbacks - such as conveniently located day care, and school programs, as well as migrant nurse visits and migrant health clinics - were in general heavily utilized to the point of capacity or overload. There was never any problem, for example, in filling day care centers which were properly set up (although an inconvenient location would and did result in under-utilization). Migrant Health Clinics were often so crowded that those who were referred to them by E and D staff had to wait up to four hours to see a doctor. This sort of experience had led several family members to comment that money should be spent on increasing the availability of these services.

Job Training and Resettlement

The great bulk of interviewing time in the North was spent discussing job and job training opportunities, simply because the extent of service availability in a given area was usually not sufficient to require a great deal of time. The E-13 and E-107 forms (Texas Application Card and Applicant Employability Plan) were generally used as the basis for fairly loose and unstructured interviews. The States themselves will no doubt report on attitudes towards settling out as reported in those interviews. Here we will hereby point out a number of factors (both uncontrollable and resolvable) which operate against the resettlement of migrants out of the migrant stream.

The factors are as follows:

1. Family ties: Most Mexican-American migrants are members of extended families based in the Valley and depend rather heavily upon their families for social interaction. Close ties with relatives and friends would be sacrificed by settling in the North.

2. Weather: Mexican-Americans are not used to hard winters, and many who have previously decided to settle out return to the Rio Grande Valley during the first winter. Aside from the physical hardship of adapting to new weather conditions, there are a number of financial expenses incurred, such as heating bills, equipping a car for cold weather, and providing a family with clothes suitable for winter wear.
3. Community Rejection: Many of the communities in which migrants could potentially settle are hostile towards Mexican-Americans. Migrants feel discriminated against during their yearly migrations and do not wish to live permanently in areas where this is the case.
4. Jobs: Most migrants are unskilled and many speak English poorly if at all. They have a difficult time finding jobs, not only because of their lack of skills, but also because they are regarded as undependable by employers. Moreover, some migrants claim they would have or have had difficulty adjusting to the vigorous time schedule required for work in most industrial occupations.
5. Housing: Most migrant families are rather large (average of about 7 members) and have a difficult time finding housing which is both adequate for their needs and within their financial means.
6. The Transition: Even if the above factors were not operating, migrants often feel compelled to return to Texas at the end of the season, since they generally cannot afford to spend the time and money looking for housing and work, and providing for the other exceptional expenses of resettling.

ROI's also discussed the possibilities of job training programs with E and D migrant family members. Those migrants interviewed by Abt Associates made several points about such programs. Most were extremely interested in such programs, though a few regarded them with cynicism. The majority saw them as a real opportunity to acquire skills which would enable them to stop migrating. There were, however, a number of misgivings expressed about such programs. Criticisms included: 1) the location of programs in cities away from places where most migrants live; 2) the hours of programs (several were interested in Adult Migrant Education but could not attend classes at the times they were given); and 3) the stipends for job training programs being too low to enable participation.

These misgivings aside, migrants interviewed had a complaint more directly bearing on the E and D project. They felt that the ROI's in the North had nothing to offer them since they would not promise them placement in Texas programs, or, for that matter, even state with much assurance what programs would be available in Texas upon the migrant's return.

Summary

Migrant workers and other family members interviewed exhibited a lack of knowledge about events outside their immediate world of migrant life, and they typically were either unaware of their own rights, or, if they possessed such awareness, afraid to stand up for such rights because of employers' powers of retribution. Personality traits exhibited were a facade of happiness covering underlying tensions and acceptance of fate.

Attitudes of migrants toward the E and D Project were contingent on two factors: degree of need for services and expectations of government programs. Raised expectations because of overselling during recruitment in Texas caused a good deal of disillusionment with the program. Those with lower expectations were generally cynical towards the effectiveness of government programs, but were grateful for services actually received. Some migrants were hopeful for results because there had never been so much concern for them in previous years.

Migrants' appreciation of services received was tempered by their criticism of the program along several lines. Most important of these was that ROI's should have something more concrete to offer, both in terms of supportive services in the North and job training opportunities in Texas. A second prevalent belief was that the money spent on this outreach activity would be better spent on direct services for migrants only.

8. OTHER FINDINGS

In the course of field work for the present assessment, Abt Associates came upon several types of situations which were of questionable legality and which adversely affected either migrant workers, the E and D Project, or both. These situations--barriers to camp access, non-enforcement of housing regulations, and unregulated wage and indebtedness practices are discussed below. In the context of discussing the legal rights of migrant workers it must be emphasized that the vast majority are U.S. citizens (virtually 100% of the sample families are citizens). We are not discussing the problems of "green carders" or Mexicans entering this country on temporary work visas. Rather, the concern here is for Mexican-American migrants who in some instances have been citizens of this country for several generations.

Access to Migrant Camps

Farm workers are the most unfavored occupational class in American labor.[1] They are excluded by omission from the protection of the National Labor Relations Act, generally excluded from state wage and hour provisions and afforded proportionately less protection than permanent employees by both the federal wage and hour laws and state child labor laws. They are generally excluded from both workman's compensation and unemployment compensation, undercut by foreign workers, and, in the case of migratory farm workers, subject to disqualification from voting and other privileges because of residency requirements.

The residency of migratory workers in any one place is relatively brief. As a result they do not seem to accrue the same rights or benefits as permanent resident, the most obvious being the right to vote.

While working in the North, the migrants typically live in privately owned labor camps although some of these temporary residences are publicly operated. There have been many instances, several in the course of this study, where individuals representing private or federal ogranizations have attempted to contact migrants at their temporary residences but have been prevented from entering the work camps. If these individuals such as outreach workers of the E & D Project do not have the right to disseminate public information, the success of any such project is severely jeopardized. But denial of access to the labor camp involves far more than the success of this particular E & D Project. It represents, perhaps, the most obvious exercise of control by the employers over the migrants' lives. By screening out visitors whose presence is felt to threaten the employer, the migrant remains isolated from the outside community and, theoretically, his interest or desire to settle out in that community would be abated.

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[1] See generally chase, "Migrant Farm Workers in Colorado", 40 University of Colorado Law Review, p. 48 (1967); Spriggs, "Access of Visitors to Labor Camps on Privately Owned Property", 21 University of Florida, Law Review p. 295.

The right of employers' or the owners of migrant camp housing to exclude visitors presents a nice legal question. The legal basis for such exclusion and the denial of access has generally been state trespass laws. Trespass laws give the right to the owner of property to exclude all those whom the owner does not desire to have on his land.

On the other hand, there are at least three legal arguments for limiting the owner's ability to prevent such access. The first and most significant basis is that the state trespass law is used to violate the constitutional rights of the tenants in labor camps. The second involves federal statuatory laws such as the Civil Rights Act of 1968. The third is judicial interpretation which may define a right that is necessary to enforce other constitutionally guaranteed rights.

Individual rights established by the Constitution have been extensively defined by the Supreme Court. There are certain key test which have been developed by the Court over the years to determine whether a constitutional right has been violated. These tests encompass such concepts as balancing constitutional rights, constructive dedication of private property to public use, and state action to enforce otherwise private rights. All require showing a state action before there is a federal issue. State action for such purposes may be generally defined as the use of state courts to enforce state statutes which deny constitutionally protected rights.

The balancing doctrine was utilized in the case of Marsh vs. Alabama.[1] In this case a Jehovah's Witness sought to distribute religious literature in a company town. (A situation similar to any group trying to disseminate information in a migrant camp.) The court held that despite the usual prerogatives of private property ownership, a private owner may be forced to give way to freedom of expression on his premises because there is a greater interest in freedom of expression. The owner's action to deny access would deny substantial communication and expression guaranteed by the Constitution. Even though the facts of the Marsh case involved a company town, it would appear to be directly analogous to the migrant camp situation. Large numbers of migrants live in camps which have many restrictions the effect of which is to curtail the First Amendment freedoms of its residents.

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[1] 326 U.S. 501

The balancing approach implies that there must be a trade-off between public and private use of property. The right of an individual owner to exclude persons from his property must be weighed against the right of those living on the property to fully enjoy their freedom of speech. Closely related to this concept is the constructive dedication of private property for public use. The courts have repeatedly found that if an owner of property has chosen to allow substantial public access to his property for commercial gain he may well have dedicated the property for certain public uses, including the free trade of ideas.

The dedication concept can be easily applied to labor camps. Essentially, any migrant can go to a camp and obtain a room for himself and his family. The grower who rents or provides this housing to the migrant benefits commercially from the presence of the migrant labor force. Therefore the argument runs, the owner or company should not be allowed to exercise all the prerogatives of private ownership while his property is being utilized in this quasi-public manner. The public nature of labor camps is further embellished in cases where 1) owners accept federal and state resources for camp maintenance and improvement or 2) the camps are publicly run through an agency of the state government. No problems of access, however, were observed when a state agency was operating the camp.

Thus far the discussion has centered on a Constitutional right to a freedom of speech (which would include the right to speak to and receive outside visitors) versus the right of owner's to exclude trespassers.

However, Constitutional guarantees may be supplemented by federal legislation or judicial interpretation which has the effect of legislation.

The 1968 Civil Rights Act provides criminal penalties for certain deprivations of federally guaranteed rights even if not done under state action. Thus the requirement for state action is removed by statute. Those statutes which are most relevant for workers living in labor camps are the right to enjoy any benefit, service, privilege program, facility, or activity provided by the United States or receiving federal assistance. Those who are providing the services are protected as well as the recipients. Thus, state, county, and employment service workers would seem to be covered.

Thus on the basis of these approaches--Constitutional, statutory, or common law--responsible groups and individuals have a legal right to enter migrants camps to disseminate information. The migrant camp owner cannot legally ask the police power of the state to prevent camp residents from being visited by representatives of governmental agencies and other groups. This, of course, does not give the right to groups disseminating information to materially interfere with the commerce of the owner. Any owner of property who utilizes his property in a public way for economic gain must accept the constitutional, statutory, and common law restrictions on the rights of private ownership which prevent him from obstructing free interchange of ideas on that property.

Enforcement of Housing Regulations

Although no formal survey of migrant housing was made during the present effort, a number of findings of interest came to light during the course of other activities.

These are two potential sources of housing regulations -- those set up and enforced by the U.S. Department of Labor and those maintained by the respective states. The Department of Labor regulations are enforced by denying employers the right to obtain workers through the employment service if they do not comply. Most state employment services maintain that their enforcement of these regulations has resulted in a decline in the number of employers using their agency and a concommitant decline in the number of clearance orders processed. Thus, most employment services feel that enforcement of housing regulation will cause employers to circumvent the employment service rather than improve the housing.

State regulations, where they exist, may be enforced by any of several agencies, including the state employment service and county and state health departments.

In any given state and local area there is a wide range in the degree of compliance with regulations. Generally, most deficiencies are to be found in company-owned housing while privately maintained housing is somewhat better. There are, however, some processing companies which have invested a good deal of money in improving their housing, knowing that the quality of housing affects the type of workers who will be attracted to the camp. This is the only real incentive to maintaining adequate housing, and most housing owners, since they are in a labor-surplus situation, are not very sensitive to this factor. For them, housing is an investment with no payoff, and therefore one to be avoided as long as the cost of avoiding compliance does not exceed the cost of compliance. In some states private, non-farm, non-processing companies or the state government owns housing and rents it to migrants. In these cases, compliance with regulations is generally adequate.

Descriptions of the mechanism of housing compliance in several states will give a better idea of exactly why housing tends to fall below all standards.

In one state, the Farm Service measures and inspects buildings during the winter months to see how many migrants can be accommodated. This number is then reported to the Texas Employment Commission which then processes clearance orders only for that number of individuals. The owners of camps do not necessarily depend on the Farm Labor Service for all their employees, however; and therefore, camps generally house more individuals than regulations allow. Since the Farm Labor Service does not follow up compliance during working months, employers successfully circumvent the regulations. In this particular state, State regulations lack any enforcing agency. Non-compliance may be reported to the county attorney, but he is usually reluctant to prosecute.

In a second state, state health department regulations are more strict than Department of Labor regulations, and enforcement authority includes the ability to close a camp. Still, inspections are made during the winter months and do not take into account the number of inhabitants. One problem results from the fact that most families, though too large to legally inhabit one dwelling unit, refuse to live in two adjacent units. What is lacking is a sufficient variety of units to allow for diverse family group sizes.

In another state farm labor policy is to comply with federal regulations for interstate clearance activity but not for intrastate activity. Farm Labor personnel maintain that there is a trade-off between enforcing the regulations and serving employers and migrants. Rather than turn a migrant away, the farm labor service would send him to a location without approval housing. State regulations are maintained by the state department of public health, but are to be enforced locally by the county attorney's office.

These examples indicate several things about attempts to enforce housing regulations for migrant workers. First, Department of Labor regulations are not strictly enforced because to do so would result in a service breakdown in E.S. -- employer relations. It is difficult to expect these regulations to be effective when they are to be enforced by an agency which has vested interests in maintaining relationships with employers. Nevertheless, the regulations have resulted in some compliance and improvement in housing. Their effectiveness could be improved by any of several steps:

1) Additional pressure could be placed on camp owners to comply by following up compliance during working months and in general exposing camp owners to the housing issue more frequently.
2) Penalties for Non-Compliance could be increased. For example, recruiters for a non-complying employer could be refused licensing in Texas.
3) Incentives for compliance could be increased. This type of step would involve offering increased services to employers to make use of the employment service more desirable. For example, some sort of guaranteed worker system as subsidy for improvements could be instituted.

State migrant housing regulations leave more room for modification, since they are not subject to the regulatory enforcement constraints imposed on federal agencies. Two factors seem crucial in determining whether state regulations in this area are effective.

First, the time of year of inspection is a factor. Winter inspections fail to take into account the actual conditions during housing occupancy.

Second, the jurisdiction for inspection and enforcement directly effects the likelihood that regulations will be enforced. The least likelihood of enforcement occurs when the enforcing agency has a vested interested in maintaining good relations with employers of migrant workers, as is the case with the farm labor service and, to a lesser extent, the county attorney. Public health departments seem most effective, particularly when they have the right to condem a camp as unfit for occupancy until compliance occurs.

Wages and Indebtedness: Mechanisms of Social Control

A number of practices of both employers and crew leaders with respect to migrant wages and wage deductions operate to keep migrant workers in inferior and dependent positions. These mechanisms operate not only because alternative systems might be more costly to employers in terms of wages, but also because the mechanisms place the migrant in a situation of economic and social bondage not unlike that to which coal miners were subjected in "company stores" during the first quarter of this century. The operation of these mechanisms insures the availability of a ready supply of uneducated, low expectations labor. Although the conditions described below do not apply universally throughout the agricultural labor market, they are prevalent enough, and in the opinion of Abt Associates, serious enough to warrant special attention by the Department of Labor.

The basic mechanism of this indebtedness cycle is depicted in Figure 8.3.1. As the diagram shows, migrant workers are frequently in debt to their employers either directly to a farmer or processing company, or to a crew leader. In order to reduce the debt owed, the employer or crew leader deducts a portion of the worker's wages each week. Thus, although

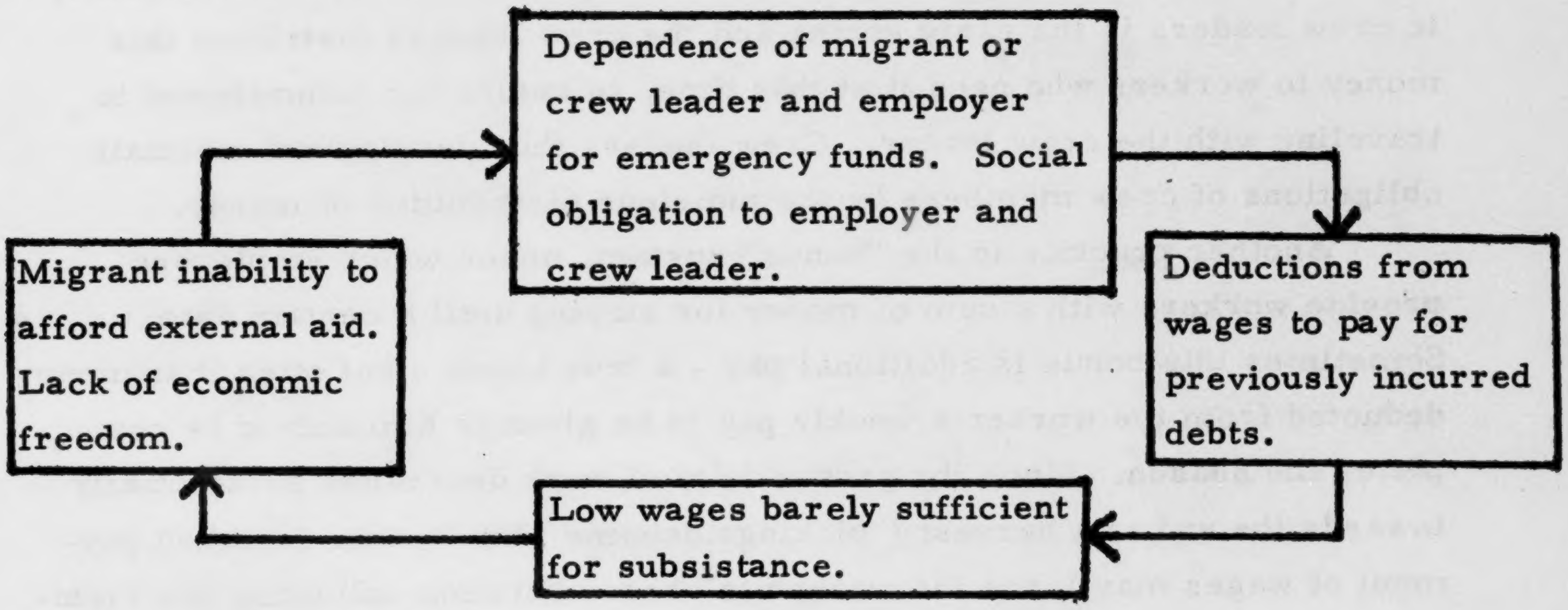
Dependence of migrant or crew leader and employer for emergency funds. Social obligation to employer and crew leader.
Deductions from wages to pay for previously incurred debts.
Low wages barely sufficient for subsistance.
Migrant inability to afford external aid. Lack of economic freedom.

Figure 8.3.1: A Model of Economic Indebtedness

the migrant and his family may have had a substantial income in a given week, their net pay is often barely sufficient to pay the week's expenses. The migrant is therefore unable to accumulate any capital and must depend upon the crew leader and/or employer to pay for any emergency expenses (such as medical care or a funeral) which he may incur.

It might be argued that the migrant faces a situation which does not differ substantially from that of any typical American who has bought merchandise and services on time and must pay a large portion of his wages towards these expenses. But there is one essential difference which has far-reaching consequences: the migrant worker is indebted to his employers. This indebtedness permits the employer to exert more control over the worker than would normally be the case. Every loan to a migrant functions to increase the obligation and dependence (both economic and psychological) of the migrant on employers and crew leaders. As long as the migrant is indebted to the crew leader or employer, he feels and is taught to feel that he must repay this debt by working for those to whom he owes money.

The timing and manner of money distribution are also important to the maintenance of employee obligations. Employers often forward money to crew leaders in the early spring and the crew leaders distribute this money to workers who need it at that time, in return for commitment to traveling with the crew leader. Crew leaders thus develop and maintain obligations of crew members by the judicious distribution of money.

Another practice is the "bonus" system, under which employers provide workers with a sum of money for staying until a certain date. Sometimes this bonus is additional pay - a true bonus - but often it is money deducted from the worker's weekly pay to be given to him only if he completes the season. Since the productivity of work decreases substantially towards the end of a harvest ("pickings become slim"), this deferred payment of wages may force the worker to choose between collecting his rightful income or moving to a location where more work is available.

Aside from loans and bonuses there are various other decutions which the employer and/or crew leader may make from the migrant worker's weekly salary. They include federal and state taxes, insurance, social security, and in some states a charge for housing. These deduction devices are often misused by the employer and crew leaders. Misuse occurs when social security payments are deducted but never paid or when there is a charge for insurance but no collectable benefits. Indeed, it is often the case that deductions from wages are not itemized and no indication of degree of indebtedness is given the migrant. He thus has no idea of how much he owes, what programs he is enrolled in, or what benefits he should be receiving.

These activities surrounding the payment of migrants' wages would be considered as unfair practices in most industries. Migrants, at present, however, lack the organization and strength to challenge them. The practices operate against migrants in a number of different ways. Not only do the mechanisms of indebtedness, bonuses and deductions yield increased profits for employers and crew leaders (and decreased wages for migrants) they also function as mechanisms to control migrant laborers. By making migrants economically and socially obligated and by controlling the bulk of special services received by migrants (for example, medical expenses and funds for other emergencies), employers create a situation in which the migrant is extremely dependent on crew leaders and employers and unable to operate independently. The world outside the migrant camp thus tends to remain in alien, hostile world against which the migrants' only protection is his crew leader and employer who often exploit the obligations of this protective relationship.

Although all of these conditions do not hold for all migrant-employer relations, each practice is quite prevalent and has been reported as occuring frequently in most of the states visited during the present assessment.

One of the E and D States, Indiana, has begun a program of mediation of disputes between employers and migrants. The knowledge that such a service was available resulted in numerous complaints concerning wage malpractices. Still, such a program depends on migrants to come forward to the employment service when they have complaints, and many migrants fear reprisals from their employers if they make complaints. A program which operates on the basis of complaints, although an important first step, is no substitute for a rational system requiring itemized deductions monitored by a governmental agency. And even this type of procedure does not deal with the more general problem of migrant dependence on employers. That problem, however, is not subject to simple procedural solutions, but instead requires a broader commitment of government to the development of resources for migrant use, independent of employer control.

9. STUDY DESIGN FOR LONG-TERM EVALUATION OF PROJECT SUCCESS

The objectives of the Experimental and Demonstration Program for South Texas migrants have been described as follows:

1. To maintain contact with the sample families;
2. To assist in the delivery of services to the families;
3. To assist in the procurement of better jobs for migrant workers;
4. To assist families in settling out of the migrant stream;

Although this assessment through November 30, 1969 has been able to deal with a number of factors which affect these goals, there has been a limit to the conclusions that the present assessment can have. That limitation is caused by the fact that the program's effectiveness can only be measured adequately by a determination of the long-term effects on the client families. Due to the completion date of the present assessment project, though project operations and program objectives have been analyzed, not enough time has as yet elapsed to allow the determination and measurement of long-term effects. Factors have been measured to date which are thought to be instrumental in the achievement of the long-term objectives of the program, but these instrumental variables are only proxies for the real success measures which should be looked at over a longer time frame.

This chapter will describe these long-term success measures and lay out a methodology and logistics for evaluating the program with respect to the success measures; in addition, the types of actions to be taken upon the determination of long-range results will be described.

Maintenance of Contact

The continuing contact objective of the program can be divided into three parts. The first set of contacts should have taken place while the client families were in Texas; the second while the families were on their Northern trips or while the heads of those families were in the North. Contacts should have been maintained both with migrants in the stream and with those who remained in Texas.

The third set of contacts are those which will take place after the workers and their families have returned to Texas.

Much of the analysis of the first and second contacts has been done and is discussed in other sections of this report. Although the initial and

Northern states contacts are of importance, a consideration of the time which the client families have available for intensive training and skill development programs will indicate that the slack season time in Texas is vitally important. Thus, an important part of any assessment of the program should include consideration of the extent to which contacts were maintained during the late fall, winter, and early spring.

To ascertain the extent of maintenance of contact, two surveys and one records search will be undertaken. These three data-gathering efforts will be those upon which the evaluation of the program's four objectives will be based, and they will be referred to repeatedly in this chapter. The three efforts are:

1. Interviews of migrants and their families. This data-gathering effort will be divided into two portions, using the same instruments for each; interviews with migrants from the sample selected for participation in the Texas E and D project, and interviews with a control group of migrant families.
2. Interviews of Rural Outreach Interviewers (ROI's).
3. Analysis of migrant folders (and additional records to be kept by Rural Outreach Interviewers, as suggested in this chapter.)

The data on contact maintenance will be of several sorts. First, data from the folders will be obtained, describing the number of contacts and their timing. But of greater importance than these simple statistics is the "quality" of the contacts. In the interviews with migrant families, interviewees will be asked to specify types of services talked about with ROI's; for each service mentioned, the extent of ROI involvement will be estimated on a scale ranging from casual mention of the service to assistance in procurement, e.g.,

assistance in procurement
assistance in applying for the service
detailed information
descriptive information
casual mention

In addition to these numerical or scalar indices, discussions will be held with the ROI's to ascertain the reasons for the patterns of contact which are expected to emerge. It may turn out that some ROI's casually mentioned certain services to their clients and only went into detail on a few.

Factors such as the scheduling of services, eligibility requirements for application, and other questions of availability will have a strong relation to the extent of contacts in different regions.

Arrangement of Services

The question of assistance in the delivery of services to the migrant families is the second question to be dealt with in the longer-term assessment. Although the success measures used for the determination of the effectiveness of service procurement in the present study will be useful, they will need to be expanded and altered to deal with the increased time and involvement open to the client families. Services which would be considered successful during the picking season might be considered inadequate for the off-season.

Services provided can be roughly divided into two sorts; those services which may be terminal if successful, e.g., placement in a permanent job, and those which are sustaining, e.g., minor medical treatments. One can scale procurement of services into the following broad categories:

1. Procurement of potentially terminal services plus provision of sustaining services.
2. Provision of potentially terminal services only.
3. Provision of sustaining services only.
4. No services procured.

Other studies of migrant workers in high school equivalency programs have indicated that a major reason for program dropout is a requirement for the trainee to assist a family member in a medical or social emergency.[1] Thus, even a stipend program of job training leading to placement in a permanent upwardly mobile job may well be insufficient to meet the real service needs of an individual.

Placement in Upwardly Mobile Jobs

The Texas E & D program's third objective is that of job placement of migrants in permanent upwardly mobile occupations. Statistical analyses can be carried out to determine the extent to which this objective has been achieved.

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[1] Abt Associates, Inc., "An Evaluation of the High School Equivalency Program," (Cambridge, Mass.: January, 1969).

The efficacy of job placement should be measured in terms of salary, permanency of employment, the type and level of skill, and advancement potential. The projected growth or decline of the field of employment (the particular industry or sector of the economy), the social status of the industry and the job, and the degree of personal fulfillment offered should also be considered. Working within the constraints imposed by available data, the job classification proposed here focuses on the three variables of permanence, skill level, and social status. This classification uses the terminology of the Dictionary of Occupational Titles[2], with a category added for seasonal, migrant or part-time employment. Those persons considered to be in the job market should be coded in one of the following categories:

a. Unemployed.
b. Seasonal, migrant, or part-time unskilled labor.
c. Permanent unskilled labor.
d. Semi-skilled labor.
e. Skilled labor.
f. Clerical, sales.
g. Semi-professional.

But in addition to the purely statistical analysis, it is vital to obtain information on qualitative aspects of job placement. Interviews with individuals who fall into a variety of different categories are needed. These categories are shown below:

	retained in jobs	left jobs
placed without training		
placed with training		
not placed but trained		
neither trained nor placed		

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[2] Dictionary of Occupational Titles, Volume I, Definition of Titles, Division of Employment Analysis, U. S. Employment Services, (Washington; U. S. Government Printing Office, 1965).

Statistical comparison of individuals in these categories will give information on the comparative efficiency and value of training and placement activities. Interviews with individuals in these categories will give information on the reasons for the variations among them. Structural constraints in the labor market, barriers to promotion, social factors, considerations of quality of life -- these are the "soft" variables which are often so much more important than minor income differences and will also be investigated and reported upon.

Settling Families Out of the Migrant Stream

For the fourth objective of assisting migrant farm workers in settling out of the migrant stream the question must be considered not only of which services are provided, but the extensiveness of the services. That is, do the services provided deal with the needs of the migrant in a variety of areas and from outreach to placement and follow-through?

Certain conditions must be met before a migrant family can be said to have been successfully settled out. The fulfillment of these conditions will determine the permanency of the family's remaining out of the migrant stream. These needs fall into three categories:

1. Financial
2. Social/Quality of Life
3. Physical

The financial considerations are perhaps the most obvious. In a situation in which all other factors that determine life style are perceived as at least equal to those in migratory agricultural work, financial rewards must be at least equivalent to those in the stream. This is likely to be the case since present incomes are close to the subsistence level. In a situation in which other factors are less desirable than previously (for example having to endure cold winters), financial rewards must be great enough to make the new life worthwhile.

Anglo-middle class values and working habits are very different from those exhibited by migrants. In order for settling out to be successful, migrants must be able to reconcile these differences, either by learning new values and behaviors, or by settling out into jobs and communities where they are accepted without having to change. Traditional nine-to-five jobs may well be inappropriate, at least initially, for people who are used to working much longer hours part of the year, and not at all the rest of the year. Communities offer a supportive ethic of their own or provide subgroups with which the migrants may identify. Some midwestern communities can provide neither acceptance from Anglos nor subcommunities of Spanish-Americans. Attempting to settle migrants in these communities may be inappropriate and predestined to failure.

Lastly, physical considerations such as climate and housing are important to the settled out family.

In the interviews with migrants and their families, questions such as these should be raised and a list of migrant needs determined. Only then can the services rendered and the communities involved be paired to determine the effectiveness of the program's efforts to date by estimating likely response of presently settled out families, and the potential for the program to be able to deal with this problem. If the four origin counties in South Texas have features which make settling out elsewhere unattractive or unlikely, it may be that the Texas E & D project should concentrate on job development and housing in that area.

Methodology for Evaluation

The long-range assessment effort should take advantage of the work which has already been done in the present effort. Thus, much of the work involving analysis of the operations of the state programs and their organization will not need to be repeated. A long-term assessment will involve the following procedures:

1. Statistical analysis of the long-term effects of the program on the sample migrant population, with validation by use of a control group.
2. Cost-effectiveness analysis of the expenditure of funds and time to achieve the results of the program.
3. Assessment of the improvement of planning and early operation of the program through June 30, 1970.

Statistical Analysis

The statistical analysis will be carried out by using data from folders, program data, and data from additional interviews with migrants and their families. Detailed information will be gathered to describe long-term effects such as receipt of high school equivalency certificates enabling entry into a wider variety of jobs; such as job placements and their degree of improvement over migratory work in terms of higher pay and greater job longevity; and increased educational achievement and lowered rates of alienated behavior as measured by illegitemacy and crime rates.

These effects will be divided into categories which relate to each of the program objectives. A tentative breakdown of this sort includes:

1. Contact maintenance:
    - a) duration of current records on family
    - b) number of ROI's who have dealt with this family
    - c) number of contacts
    - d) length of longest period without a contact
    - e) number of month periods with contact
2. Service procurement:
    - a) number of contacts resulting in service delivery
    - b) number of contacts which identified needs which resulted in meeting that need
    - c) number of different services provided
    - d) timing of services: calendar and time of day
3. Service development:
    - a) number of service types developed
    - b) service needs identified for which no service was available
    - c) number of families served by the developed service
    - d) dollar equivalent of services developed
    - e) duplication of existing services by newly developed service
4. Job development:
    - a) number of training slots created
    - b) number of training slots filled
    - c) number of training programs completed
    - d) number of job referrals
    - e) number of job placements
    - f) length of tenure for job placements
    - g) dollars per year income increases
    - h) job status of sample members
5. Settling out:
    - a) lack of seasonality of employment
    - b) number of families settled out
    - c) length of time settled out
    - d) percentage of families returning to migrant stream after attempting to settle out.

Information on certain of these effects (e.g. job status, settling out) would be gathered for both the 794 families in the present sample and a random sample of comparable migrant families. Statistical analysis (e.g. difference of means, chi squared)[3] will be performed on data for the two groups to determine whether or not there are significant differences in outcomes for

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[3] See Blalock, Hubert M., Social Statistics (New York:McGraw-Hill, 1960), esp. pp. 169-186 and pp. 212-221.

E and D project families and non-project families.

Cost-Effectiveness Analysis

The cost-effectiveness analysis will consider the following elements of the efficient use of resources:

1. The relationship of achievements of the success measures described earlier to the costs associated with their achievement.
2. The relative cost-effectiveness of various components of the program.

The first analysis may be carried out by computing the cost per effect of a variety of success measures in different receiving states and in Texas. If significant variations are discovered, additional work will be undertaken to ascertain the reason for the comparative advantage of the more cost-effective program element.

The last type of cost-effectiveness will deal with determining the value in terms of contribution to measures of success and the cost of the component in dollars. A shift in investment may be called for between low value/high cost components and high value/low cost components.

Other Evaluation

In addition to these fairly close-up assessments, determination will take place as to whether states are better prepared this spring than last, and the extent to which better planning and resource allocation techniques have been implemented.

Mc-8-1 (869)

Attachment 4.1

TEXAS EDM WEEKLY ACTIVITY REPORT

PERIOD ENDING: SEPTEMBER 12, 1969

LOCAL OFFICE: ALL OFFICES

PROJECT AREA: STARR, HIDALGO, WILLACY AND CAMERON COUNTIES

I ITEM	II PROJECT ACTIVITY WEEKLY TOTAL	 LOCAL OFFICE ACCUMULATIVE TOTAL
1. Accumulative Total of Families Included in 50 Family Experimental Sample	-6	201
A. Number of Families Contacted During Weekly Reporting Period	176	2127
2. Total Number of Counseling Interviews Conducted During Period	13	128
3. Total Number of Tests Administered to Project Members	5	27
A. GATB	2	6
B. SATB	0	3
C. Proficiency	3	11
D. Others (List)	0	7
1. MERIT SYSTEM	0	4
2. GED	0	2
3. LVN APTITUDE B474	0	1
4. Number of Job Development Attempts Made During Period	1	20
5. Total Number of Job Referrals Made During Period	9	179
6. Total Number of Job Placements Made During Period	5	93
A. Agricultural	0	44
B. Non-Agricultural	5	49

I	II
ITEM	PROJECT ACTIVITY

7. **Number of Different Individuals Referred and Enrolled in Training**

	REFERRED		ENROLLED	
	WEEKLY TOTAL	ACCUMULATIVE TOTAL	WEEKLY TOTAL	ACCUMULATIVE TOTAL
A. MDT, Inst.	2	24	0	13
B. OJT	0	0	0	0
C. JOBS	0	0	0	0
D. NYC	3	19	0	9
E. Operation Mainstream	0	2	0	2
F. New Careers	0	0	0	0
G. Special Impact	0	0	0	0
H. Job Corps	0	3	0	1
I. CEP	0	0	0	0
J. Other (Specify)	4	29	0	15
1. CONNALLY TECH	2	27	0	14
2. MANPOWER EDUCATION TRAINING	2	2	1	1
3.				

	WEEKLY TOTAL	ACCUMULATIVE TOTAL
8. Number of Referrals Made to Other Agencies	53	784
A. Department of Health	20	269
B. Vocational Rehabilitation	0	18
C. Department of Welfare	6	71
D. Texas Education Agency	2	117
1. Basic Education	2	39
2. Adult Migrant Education	0	60
3. Head Start	0	18

I		II
ITEM	PROJECT ACTIVITY	
	WEEKLY TOTAL	ACCUMULATIVE TOTAL
E. SER	0	0
F. Legal Assistance	0	3
G. Other Agencies (List)	25	307
1. Social Security	0	5
2. Migrant Summer School	0	14
3. Pre-School	0	5
4. Emergency Food Program	0	11
5. Salvation Army	0	15
6. Driver's License	0	2
7. Information and Referral Center	0	2
8. McAllen Hospital - LVN Training	0	1
9. Financial Assistance - Pan American Loan Department	1	2
10. Multi-Service Center	1	12
11. TEC	10	195
12. STATE COMMISSION FOR THE BLIND	1	9
13. MENTAL HEALTH AND RETARDATION CENTER	1	3
14. PRIVATE DOCTOR'S OFFICE	0	2
15. COURTHOUSE COUNTY CLERK'S OFFICE	0	1
16. DAY CARE SERVICES	0	1
17. REPAIR SERVICES	0	1
18. PLANNED PARENTHOOD ASSOCIATION	0	1
19. LION'S CLUB	~~2~~	~~2~~
~~20.~~ 19. VISITING TEACHERS	0	1
21. FREE MEALS FOR SCHOOL CHILDREN	~~6~~	~~13~~
~~22.~~ 20. CLOTHES FOR SCHOOL CHILDREN (2 fam.)	0	2
23. PUERTA ABIERTA	~~1~~	~~3~~
9. Transportation Furnished		
A. Trips	30	349
B. Individuals	32	292

ATTACHMENT 4.2

AN E & D APPROACH TO MEET THE BASIC PROBLEMS OF MIGRANT FARM WORKERS

Proposal submitted by the Texas Employment Commission for the conduct of an Experimental and Demonstration Project under the provisions of Title I of the Manpower Development and Training Act, PL 87-415.

While the proposal contains only those activities to be conducted by the Texas agency (the supply state), the project will be conducted in cooperation with the Employment Services of Washington, Oregon, Idaho, Michigan, Ohio, Illinois, Wisconsin, Indiana and Minnesota (the demand states).

The duration of this project will cover a period of twenty months and may be divided into four phases as follows:

Phase I - February 1, 1969 through June 30, 1969:

Selection of sample; identification and documentation of needed supportive services and forwarding to appropriate demand areas; development of operating and training manuals.

Phase II - July 1, 1969 through August 31, 1969:

Recruitment and training of project staff; development of programs and services needed by migrants upon their return; outreach activities; (on a limited basis) with migrants remaining at home base for assessment of manpower and training needs.

Phase III - September 1, 1969 through June 30, 1970:

Intensive outreach activities with the returning migrants included in sample for the purpose of assessing and providing any manpower, training and supportive services needed.

Phase IV - July 1, 1970 through September 30, 1970:

Final report to be written, duplicated and forwarded to National Office.

I. Nature of the Problem

Traditionally, migrant and seasonal farm workers have been among the most disadvantaged members of our society. Despite numerous steps taken to improve the overall lot of the migrant worker and his family, various problems still exist which must be overcome in order to facilitate the transition of that segment of the population into the mainstream of economic and social well-being.

A major problem facing migrant farm workers home based in Texas, 95 percent of whom are of Mexican extraction and are located in South Texas, is the recognition that the demand for this source of labor has reached a peak and that increased mechanization is expected to cut down on the need for the migrant field hand. This situation casts the problem into a two-fold nature.

On the one hand, a program of employability services is needed for those who have in the past migrated to demand states in the North but who because of diminishing job opportunities or through their own volition remain in their home bases in Texas despite their need for this previously recurring source of income. If allowed to continue unattacked, this aspect of the problem could reach the magnitude wherein Texas will have an untrained work force of major proportions for which no jobs exist. For those interested in relocating to areas in other parts of Texas or in demand states where unfilled job opportunities exist, it is necessary to provide federally or privately supported assistance in the total spectrum of manpower and supportive sources including language education, remedial and/or skill training, mobility services, job development and placement, as well as health and welfare services.

On the other hand, there are those migrants who traditionally elect to follow the migratory stream to demand states in the North. Characteristically, the majority of workers, numbering approximately 16,000 family groups, are accompanied by working and nonworking female members of their family as well as a sizeable proportion of children under age sixteen (40,000 in 1967). Supportive services could well be required for groups of this composition, while they are enroute to, from and in the demand states of employment. In many of these states, supportive services either exist or can be developed, and through a coordinated effort on the part of various federal and local resources the migrant family must and can be brought into effective contact with those services. These services may include not only the health and welfare and educational services but also a variety of manpower services designed to increase the migrant's position in the work force.

II. Objectives

The overall purpose and scope of this project is to demonstrate the feasibility and value of a large-scale, coordinated program of multi-agency and multi-state resources to combat the problems of Mexican-American migrant farm workers and their families home based in South Texas. The project will seek to accomplish the following objectives.

A. Identify through intensive outreach and bring within the orbit of special services an experimental sample of 750 migrant families (approximately 4,500 individuals) home based in Hidalgo, Starr, Cameron, and Willacy Counties in the Lower Rio Grande Valley of Texas.

B. Determine to the extent possible the expected need of all individual members of the experimental sample for supportive and manpower services while employed in the northern states of Washington, Oregon, Idaho, Michigan, Ohio, Illinois, Wisconsin, Indiana, and Minnesota. This information will then be forwarded to the appropriate demand areas in order that they may expedite referral of these individuals to agencies which can provide supportive services, follow up on whether such services have been rendered and where needed services do not exist, and attempt to promote their development.

C. When upon completion of the migratory work season the migrant families return to their home base area, determine the desire of the families to permanently relocate in the North or areas other than their home base, and provide them with the necessary counseling, job development, placement, and relocation assistance. (NOTE: Labor mobility funds have been exhausted in Texas. A supplemental budget has been submitted to continue this activity. If this request is approved, labor mobility will be fully utilized in this project.)

D. Determine the home-based needs of the experimental sample, upon their return after the migratory work season, for manpower services such as employment registration, assessment, orientation, training, employability, job development, placement, job coaching and supportive services, and to provide, through intensive outreach and follow-up, referral to the local office or other community agencies where these needs can be provided.

E. In addition to project services that the Texas agency will provide to the experimental sample of 750 migrant family groups, the following services will be provided to the extent possible.

During Phase II of the project (July 1, 1969 through August 31, 1969) after the migrants have departed home base, the project has been funded and the project staff has been hired and trained, outreach contacts will be made with those migrant families who for reasons of their own did not enter the 1969 migrant stream but remained at home in the Valley. To this group the same services will be applied as mentioned in paragraph "D" above.

III. Innovative Aspects

This migrant project is unique in a number of respects. Several of the elements included have never been performed before. Other elements have been performed on a one-time basis and their application in this project is still very little removed from the experimental stage. Still other elements have been tried before but never have they been organized on a scale as envisioned in this project, nor have they been "packaged" together in an operating situation.

The following is a list of innovative and demonstration approaches. These are not necessarily listed in order of their importance.

1. A major aspect of the E & D project is to measure the ability of the Employment Service system working on an interstate basis to provide a spectrum of manpower services to a large group of migrants spread over a broad geographical area. It will test the ability of all levels of the Employment Service system, including the National Office, three regional offices, 10 states and many local offices to operate such a program requiring the utmost coordination and cooperation to work together to achieve the desired results.

2. The program will attempt to ascertain the types of supportive services needed by migrants before they enter into their annual migrant stream and to set up a delivery system whereby such needs, including health services, educational services, day care services, mediation and legal services, etc. can be provided the migrant and his family during their movement north and when they reach their destination in the demand states.

3. The mechanical method of setting up a delivery system will be the use of a TWX communicating device located in Texas, the State of origin, and terminating in the areas to which the worker and his family migrate. Information on migrant needs will be quickly transmitted to the demand states in the north to prepare them for the arrival of the migrant and his family, to provide for follow-up by the Employment Service to see that the migrants receive the necessary services, to attempt to organize communities to provide such services where they

do not now exist, and to report the results of such services back to the point of origin as a measure of success or failure of this objective. A TWX system between Texas and two of the other states, furnished by the Department of Labor, already exists. This system can be expanded to include all of the participating states.

4. An attempt will be made for the first time to get a list of available supportive services, by type, in each of the states and areas to which migrants go in the North. This information will be forwarded to the Texas Employment Commission and by that State Office to the points of origin so that the migrant may know what is available at this destination.

5. An attempt will be made by the demand states to organize communities in the North to provide services for migrants where such services are either nonexistent or exist in very limited form. This will call for an evaluation of the types of services available in areas of major migrant concentration and means whereby the community can be motivated to provide the services that may be needed.

6. While the outreach technique in a metropolitan area is already operational, its counterpart in a rural area has yet to be effectively developed. For the first time a systematic and thorough outreach system will be installed whereby rural outreach interviewers will seek out the migrant family and determine their needs.

7. At the present time there is no position corresponding to the requirements of a rural outreach interviewer in the Employment Service. In effect, he needs to be knowledgeable about the Employment Service, should be bilingual if possible, and must have the attributes of a counselor in evaluating the migrant in terms of employability services, job placement, and supportive services. A new job description has been written for this person and is attached as Exhibit A. If this type of person is successful in performing the function and meeting the need, it follows that such a job will be incorporated in the structure of the Employment Service.

8. Another innovation to be tried will be a plan of service for individual migrants or for a family unit. In Texas this will commence after the migrant's return to home base and will consist of a written plan including all information received from participating states and covering an extended period of time, perhaps a year, in which the migrant will be given job referrals during the farm season, referral to supportive service where needed, and a manpower service plan for the migrant and his family. Job coaches will be used in this undertaking to assist agency professional personnel by maintaining contact and follow-up with applicants during initial periods of training and employment. A job description for this classification (Community Service Aide) is attached as Exhibit B.

9. Another aspect of this survey will be the attempt to install a new delivery system of manpower services involving application to the migrant community of a new Employment Service organizational structure experimented with in Ottumwa, Iowa, a recently completed E & D project. While the application of this new technique will not be entirely new, it will be the first time the restructured organization and management approach for a rural manpower service will be used in another area.

10. As part of a job development and placement program, which may turn out to be one of the major inputs into the project in a search for solutions to the migrant problem, an effort will be made to approach industry associations on a widespread basis to develop opportunities for migrants. These might include approaches to such industry groups as the pulpwood manufacturers association, the food canning and other processing industries, and any and all other groups capable of providing jobs over the near or longer term.

11. Another aspect of this project will be the attempt to engage other agencies currently involved in handling one or more aspects of the migrant problem to cooperate with the Employment Service in applying their effort to achieve the most efficient use of resources. Specifically, this will include the Office of Economic Opportunity, whose migrant program, among other things, includes funds for remedial education and migrant information. In addition, the Economic Development Administration will be included in an

effort to provide training opportunities in redevelopment areas and for obtaining technical assistance in the form of pilot plants for the Rio Grande Valley. Also involved will be the various health and welfare supportive agencies.

The above innovative approaches to the migrant problem constitute a major and ambitious undertaking, and consequently, the fulfillment of all of them may not be realized during the first year of operation. Those innovations directly related to the stated objectives of the project, however, will be given major emphasis.

IV. Method

A. The Target Population

A continuum of HRD and rural manpower services, both home based and in the northern states, will be provided to the experimental sample consisting of 750 migrant family groups. For purposes of this project, a migrant family is defined as one which in 1968 participated in migratory farm work outside of Texas, or one which is expected to engage in this activity in 1969. The basis for selection of the experimental sample will be:
(1) residence in either Hidalgo, Starr, Willacy or Cameron Counties of the Rio Grande Valley of Texas, (2) scheduled location and distribution in selected local office areas of the user states during most of the migratory work season as follows:

State	Distribution	Local Office Areas
Washington	50 family groups	Toppenish
Idaho	100 family groups	Burley, Caldwell
Oregon	50 family groups	Ontario
Michigan	100 family groups	Traverse City, St. Joseph
Ohio	100 family groups	Wauseon, Findlay, Greenville
Illinois	100 family groups	Dekalb, Kankakee, Chicago Heights
Wisconsin	100 family groups	Wautoma, Beaver Dam
Indiana	100 family groups	Kokomo, Muncie
Minnesota	50 family groups	Albert Lea

and (3) one or more members of the family group are in need of HRD, rural manpower, or supportive services.

B. Operating Procedures

A manual will be developed as a guide for states participating in the project, specifically describing the operating procedures to be followed by each. The project will be conducted within the following phases.

Phase I - February 1, 1969 through June 30, 1969

The Texas Employment Commission will hire a project director and a secretary, who will begin to develop the project operating and training manuals with the assistance and concurrence of the northern states. Texas will also hire eight outreach interviewers (3-1/3 annualized positions) to be assigned two each to the McAllen, Edinburg, Weslaco and Harlingen offices for the purpose of selecting and interviewing migrant families included in the sample, and gathering the necessary information regarding the supportive services they will need in transit to and while in the target areas of the demand states. (During these contacts time will not permit for in-depth interviewing, and consequently, the migrant's total plan of service cannot be developed at this time.) This information will be documented on the Family Data Sheet, Form ED-5, which will then be forwarded to the local office in the demand target area appearing on the ES-369 as the worker's "first job." A copy of the ED-5 will also be forwarded to the Hope, Arkansas Migrant Farm Labor Center and any other rest stops in which the migrant indicates he will stop while enroute to his first job. A copy of the Family Data Sheet, Form ED-5, as well as an explanation of its purpose and use, is attached as Exhibit C.

In addition to these eight rural outreach interviewers (E & D funded) and in order to expedite this phase of the project, the Texas agency will furnish eight farm placement interviewers to assist with these interviews.

The Texas agency will also hire four clerk typists (one annualized position) to be used during the peak period of this phase (approximately three months) to assist with the typing of the Family Data Sheets.

This will permit each of the four supply area offices to be staffed during Phase I as follows:

2 outreach interviewers (5 months)
2 farm placement interviewers (5 months)
1 clerk typist (3 months)

During this phase the Texas agency will also begin to interview for subsequent hiring.

Phase II - July 1, 1969 through August 31, 1969

This will constitute the "tooling-up" stage for the Texas agency. All remaining project staff will be hired and trained during this period. Each of the four supply area offices of McAllen, Edinburg, Weslaco and Harlingen will be staffed as follows:

1	supervising interviewer
1	counselor
2	community service aides (job coaches)
3	rural outreach interviewers
1	clerk typist

One of the supervising interviewers will be selected to act as project coordinator in the four-county area. This will be in addition to his regular duties. Job development and other placement activities will be absorbed by the regular office staff.

During this period the project staff will begin development of a program to provide services to the target population upon their return to home base. This will include identification and listing of facilities and services available to the migrant family members and, through contacts with community agencies, to develop needed programs that are not currently available.

During the period after which the project staff has been hired and trained, and prior to the time when the migrants have returned home (approximately thirty days), contacts will be made with those workers and their families who historically migrate but who for reasons of their own did not migrate during the 1969 season. Through an interview, or series of interviews, a determination will be made of specific needs and a plan of service will be developed for each family member requiring service.

Phase III - September 1, 1969 through June 30, 1970

During this phase, those migrants who did not choose to remain in the demand states will be returning to their Texas homes. For those migrant family groups returning to Texas who were included in the experimental sample, information on any needed manpower or supportive services, as well as services provided in the demand areas, will be transmitted to the Texas Employment Commission State Office for dissemination to the appropriate target area office. The rural outreach interviewers will contact these family groups and arrange for the provision of immediately needed services. An in-depth plan of service will be designed to meet their long-range needs, which may include:

(a) counseling, assessment and diagnostic services relating to employability and employment;

(b) adult education and basic language education related to a specific vocation;

(c) referral to MDTA, Neighborhood Youth Corps, Job Corps, Headstart and other programs for children, health and other supportive services;

(d) job development and placement, either in Texas or outside of Texas, and to include relocation assistance if mobility funds are available.

Community service aides (job coaches) will work closely with the counselors, rural outreach interviewers and placement interviewers during this phase of activity by maintaining close contact and follow-up with the applicant. He will assist in facilitating the applicant in making adjustments to the job, resolving problems between the employee and his work or social environment, or to assist the applicant in resolving any other problems that may arise.

All of the above activities will be closely coordinated with such local resources as CAMPS, OEO, Vocational Education, Vocational Rehabilitation, Health Department, and civic, fraternal and religious organizations. It is anticipated that a considerable amount of innovative handling will be required during the above phase, both in obtaining the migrant's cooperation and in coming up with substantive answers to existing problems.

Phase IV - July 1, 1970 through September 30, 1970

During this phase of the project an outline for the final report will be submitted to the National Office. This outline will include provisions for statistical data and accompanying narrative analysis focusing on the total project as well as individual chapters describing the experience of each participating state. It is suggested that a meeting then be called by representatives of the National Office to review this outline and to work out a final report format and content.

A draft of the comprehensive final report will be submitted to the National Office for review. After comments have been returned by the National Office, Texas in cooperation with the demand states will prepare the final report. Five hundred (500) copies of the final report will be submitted to the National Office by September 30, 1970.

NOTE: No provision has been made in this proposal for evaluation and reporting activities as this will be dependent upon the evaluation design to be prepared by the National Office.

V. Budget

E & D funding for the period February 1, 1969 through September 30, 1970.

(NOTE: Proposed budget is tentative depending on project reporting procedures required by the National Office.)

A. Staffing

Position	Grade	Duration	Man-Year Positions	Cost
* 1 Project Director	17	20 mos.	1 2/3	$ 20,680
* 1 Secretary	5	20 mos.	1 2/3	8,326
1 Labor Market Analyst	15	20 mos.	1 2/3	16,568
1 Valley Coordinator	14	12 mos.	1	10,176
3 Supervising Interviewers	13	12 mos.	3	28,584
* 8 Rural Outreach Interviewers	12	5 mos.	3 1/3	26,920
12 Rural Outreach Interviewers	12	12 mos.	12	101,880
4 Counselors	12	12 mos.	4	31,776
8 Community Service Aides (Job Coaches)	4	12 mos.	8	32,880
5 Clerk Typists	4	12 mos.	5	22,680
Total E & D Staff			41 1/3	$300,470
Personal Benefits				29,447

* Our request for funds, dated January 17, 1969 included Project Director and Clerk Typist for five months and eight (8) Rural Outreach Interviewers for five months.

B. Distribution of Staff

1. State Office - 5 Man-Year Positions

Staffing at the State Office will consist of three positions (two professional and one clerical) to provide for overall supervision and assist with the preparation of required reports. These three positions will be assigned for the duration of the project, February 1, 1969 through September 30, 1970.

2. Texas Target Area Offices - 36 1/3 Man-Year Positions

During the twelve-month period, July 1, 1969 through June 30, 1970, these four offices (McAllen, Edinburg, Weslaco and Harlingen) will each be staffed with the following positions:

1 Supervising Interviewer
1 Counselor
2 Community Service Aides (Job coaches)
3 Rural Outreach Interviewers
1 Clerk Typist

One of the Supervising Interviewers will also serve as Valley Project Coordinator in addition to his other duties.

During the five-month period, February 1, 1969 through June 30, 1969, each of the four offices will be staffed with the following positions:

2 Rural Outreach Interviewers
1 Clerk Typist

(NOTE: During this same period the Texas agency will furnish two farm placement interviewers for each of the four offices. These positions are not included in the E & D budget request.)

The staff assigned to these offices during the February 1 through June 30, 1969 period will be utilized in the identification of the project sample and to obtain data on their needs during the migratory season. Staff assigned for the period, July 1, 1969 through June 30, 1970, will be utilized in outreach activities with the migrant family members for the purpose of providing manpower and supportive service needs.

The project will be guided locally by a supervising interviewer assigned to each office, working under the direction of the local office manager.

C. Nonpersonal Services

1. Travel

* Project Director and Labor Market Analyst	$ 5,100
* Outreach Interviewers	7,040
Total Travel Cost --------------------------	$ 12,140

* Five months ($5,500) included in January 17, 1969 request.

2. Per Diem

Project Director and Labor Market Analyst	$ 2,261
Total Per Diem ----------------------------	$ 2,261

3. Supplies, Communication and Miscellaneous Costs

a. Supplies - $108 x 41 1/3 positions	$ 4,464
Total Supplies	$ 4,464

b. Furniture

16 Interviewer Desks @ $95	$ 1,520
16 Swivel Chairs @ $30	480
4 File Cabinets @ $110	440
4 Typewriters @ $192.50	770
4 Typist Desks @ $110	440
4 Typist Chairs @ $46	184
Total Furniture Costs --------------------	$ 3,834

c. Communications

Toll Calls (out-of-state)	$ 1,550
Total Toll Calls (out-of-state)	$ 1,550

Straight-line communications system connecting the McAllen, Edinburg, Weslaco and Harlingen offices (17 months)

One "Edinburg" line which will connect the Harlingen, Edinburg and McAllen offices:

Special line	$122.50 per mo.
Trunk Rate	7.25 per mo.
	$129.75

One "Weslaco" line which will connect the Weslaco office with the "Edinburg" system (Harlingen, Edinburg and McAllen) or any combination thereof:

Special Line	$ 74.50 per mo.
Trunk Rate	6.25 per mo.
Total Monthly Cost	$ 80.75

Total Straight-Line Communications System	$ 3,635
Installation Cost of straight-line system	$ 56
* Total Communications Cost -----------------	$ 5,185

* Our budget request of January 17, 1969 included $500 of this amount.

d. Duplication costs for 500 copies of final report	$ 1,881
Total Duplication Costs for 500 Copies -----	$ 1,881
TOTAL PROJECT COST ---------	$359,682

Exhibit A

Job Description
Rural Outreach Interviewer

General Description

Performs outreach activities to interview rural and migratory workers by contacting family groups and interviewing individual members of family. Interviewing will determine the family characteristics and make an identification of needs of each family member in terms of manpower and supportive services. After determination of such needs is established, will consult with local employment service office specialists in various functions such as counseling, testing, manpower development and training, work training programs and other community programs which render supportive services such as health examinations, day care, basic education, etc. Through such consultation, will make arrangements with applicants for the provision of such services. Will arrange for transportation needs for individuals to receive such services in a local office, arrange for such services to be provided at a central point in a rural or agricultural area or arrange to provide such services at the homesite of the family group. Will follow-up with the family group or individual member of the family group to insure that plans are being followed, determine needs for any changes in the plans that need to be made and to determine when services have been completed for the individual.

Examples of Work Performed

May act as a counseling aide during contacts with applicants or counselees. May discuss with individual members of families various programs to familiarize them with those programs available to meet their needs.

Will maintain contacts with community organizations which render such things as health services, day care, schools, etc.

As necessary at outreach centers, will assist counselor, test administrator, placement interviewers or any other local employment service specialist in performing any of the specific duties which might be assigned to him by the appropriate local office specialist.

Will follow-up and maintain contact with those people being delivered manpower or specialized services to insure that the appropriate service is being rendered. May do job development with employers for specific applicants either in connection with local office placement interviewers or service representatives.

Will interview family members to determine family characteristics and needs for services.

Will maintain individual folders and records on each applicant served.

Knowledge, Skill and Abilities

Must have a more than average understanding of counseling programs, testing programs, placement programs, manpower development and training programs, community action agency programs, health programs, work training programs and be able to apply individuals' needs to these programs to make them ready for employment or provide direct job placement.

Must be capable of dealing with heads of community organizations, individual workers and employers. Must be thoroughly knowledgeable of local TEC organization and program responsibilities.

Exhibit B

Community Service Aide II

General Description

Performs moderately advanced community service work not requiring professional skill. Work involves responsibility for providing continuous service to applicants who have contacted agencies for assistance; maintaining contact with applicants who are receiving supportive services or who are in training; maintains contact with applicants who have filed applications with the agency but whose case is still pending; checks applicants who fail to keep appointments for various community services provided by the agency. Performs related work assignments and trains on jobs with more advanced duties and responsibilities.

Examples of Work Performed

Assists in locating and contacting applicants not receiving complete service.

Visits homes, agencies and other related places to determine why applicants fail to report for appropriate community services.

Maintains contact with applicants who have been referred to other agencies for their services.

Establishes and maintains contact with neighborhood centers and other places where disadvantaged persons congregate, including settlement houses, police precincts, clubs, gangs, schools and social agencies.

Describes available service such as information about training groups being formed, including selection and eligibility qualifications, and encourages potential applicants to seek assistance.

Provides professional staff members with information obtained about the needs and problems of the neighborhood based on observation, informal interviews and personal experience; gathers data about the neighborhood, applicant's social environment and related data and information from office records to assist professional staff members in preparing plans and reports. Contacts various community, training, educational, rehabilitation and social agencies to obtain or provide information on applicants and their problems.

May solicit neighborhood businesses for employment opportunities for applicants.

Maintains control and other files and performs other related supportive services as needed by professional staff members.

Performs related duties as assigned.

Minimum Qualifications

A. Education and Experience

Graduation from an accredited high school.

OR

One year inservice experience as a Community Service Aide I.

OR

Experience as a Community Service Aide I, employment aide, social services aide, manpower aide, community worker, community organizer or outreach person, may be substituted on a year-for-year basis for formal schooling.

B. Knowledges, Skills and Abilities

Knowledge and understanding of the needs, problems and attitudes of disadvantaged persons and of other community environment problems; of the kinds of community resources available which are involved with the rehabilitation of disadvantaged; of the neighborhoods where applicants live who are to be served.

Ability to encourage disadvantaged persons to avail themselves of community services; to identify with disadvantaged applicants and to communicate their needs to professional staff members, local businessmen and community agency personnel; to work independently and to use discretion in obtaining and providing information about agency applicants.

C. Special Requirements

Personal traits of warmth, empathy, emotional maturity and resourcefulness. Willingness to work unusual hours and possession of a driver's license.

Purpose and Preparation of Family Data Sheet, Form ED-5

I. Purpose

The Family Data Sheet, Form ED-5, is intended to provide a uniform means for the accumulation and dissemination of pertinent information relating to the supportive services needed by and provided to those migrant farm workers and their families included in the project before, during and after their entry into the migrant stream.

II. Preparation

It will be the responsibility of the Texas Agency staff to complete the initial preparation of a Family Data Sheet on each migrant farm worker and his family for use by each selected local office area in the project that is included in the migrant families proposed itinerary. Information obtained from the Agricultural Worker Schedule (Form ES-369) will be used as a guide to determine those selected local office areas that are to be included.

A Family Data Sheet will be pre-headed for each such area and will include information relating to the "Home Base Area", "Demand Area", "Proposed Target Area Itinerary" and identifying information relating to the "Family Head".

The Family Data Sheet prepared for each selected local office area will contain information relating to the family composition.

In addition to the foregoing information, the Texas Agency will enter those supportive services needed for each family member for the local office area representing the migrant first point of destination.

Thereafter, each target area office included in the migrant itinerary will document on their copy those supportive services provided for each family member. In addition, they will document on the next target area's copy (under the "Services Needed" column) those services needed by each family member at their next destination. All copies of the family data sheet will remain intact throughout the families migration. Each target area office will be furnished a supply of the family data sheets. These forms may be used by each target area office in the event that they may wish to prepare a copy for their files.

FAMILY DATA SHEET

Exhibit C

rea
e: ____________________
County: ____________________

Demand Area
Sel. Loc. Off. Area: ____________________
Clearance Order No.: ____________________
Name of Crew Leader: ____________________
(If traveling with crew)

Proposed Target Area Itinerary

stination	Arrival Date	Destination	Arrival Date

Family Head ____________________ SSN ____________________
(Last) (First) (Middle)

Address (Home Base) ____________________ Telephone ____________________
(Number & Street) (City) (State)

FAMILY COMPOSITION AND SUPPORTIVE SERVICES

FAMILY MEMBER	Relationship	Age	Sex	Education	SUPPORTIVE SERVICES	
					Services Needed	Services Provided

Note: Instructions for preparation included in operating manual

Comments:

ATTACHMENT 4.3

TEXAS BUDGET - JULY, 1969 through FEB. 28, 1970

Item	Months Employed	Salary Per Month	Total Salary
PERSONNEL:			
1 Project Director	8	$1,034.00	$ 8,272
1 Labor Mark Anal	8	828.00	6,624
1 Valley Coord	8	848.00	6,784
3 Superv Interv	8	794.00	19,056
8 ROI's	8	707.50	45,280
4 Counselors	8	662.00	21,184
8 Job Coaches	8	342.50	21,920
1 Secretary	8	416.00	3,328
5 Clerk Typists	8	378.00	15,120
TOTAL PERSONNEL:			147,568
PERSONNEL BENEFITS:			13,529
TOTAL PERSONNEL COSTS:			$161,097
NON PERSONNEL SERVICES:			
Travel	$4,427.00		
Per Diem	1,507.00		
Supplies	2,776.00		
Furniture	3,710.00		
Communications	3,123.00		
TOTAL NON PERSONNEL SERVICES:			15,543
TOTAL COSTS JULY, 1969 through FEB. 28, 1970:			$176,640

ATTACHMENT 4.4

EVENT SCHEDULE

DATE	PERSON OR AGENCY	EVENT	COMMENTS
Sept. 1968	Bill Hood, Project Director, Funded by DOL	HOPE (Arkansas) Project, Migrant interviews	Study of migrants and their needs at HOPE, Arkansas Rest Stop. Three positions (interviews) plus 9K expenses funded.
Nov. 18, '69	Willis Sloane, DOL	Sloane suggested E&D Project as an extension of Project HOPE	
Dec. 1969	DOL	Verbal commitment of 5K to start E&D project. Project HOPE phased into E&D concept.	
Jan. 16, '69	DOL	Committed 5K	
Jan. 29, '69	TEC	Formally requested 5K	After they had received commitment
Late Jan. or early Feb.	DOL National and Regional personnel, Texas E.S. Director, Hood, and representatives of all demand states except Indiana	Meeting to coordinate States of E&D. Proposal presented.	Both Hood (at DOL's informal request) and DOL arrived with proposals.
Jan./Feb.	TEC, Rio Grande Valley District	Began recruiting ROI's; assigned temporary Farm Placement Interviewers to Project.	
Mar. 19, '69	TEC	Requested 59K for E&D operations through June 30.	
Apr. 14, '69	DOL	Commited to 59K to E&D Project.	
April	TEC		

4

EVENT SCHEDULE

DATE	PERSON OR AGENCY	EVENT	COMMENTS
May 1, '69	TEC	Completed (most) migrant interviews	Temporary Farm Placement Interviewers released from Project.
May 15, '69	TEC	Mailed folders to North	Four folders prepared for each family: (1) Texas field office; (2) Texas main office (Austin); (3) and (4) sent to destination state main office; (4) forwarded to destination field office.
May 22, '69	TEC, Texas Education Agency, Conally Tech., Texas Office of Economic Opportunity, Good Neighbor Commission, OEO, EDA, DOL (Sloane).	Basic Education and Vocational Training planning meeting. Willis Sloane suggested multi-occupational program to furnish slots to E & D migrants, committee formed to generate proposal.	Those attending seemed poorly informed about the program, and little was achieved by way of commitments.

EVENT SCHEDULE

DATE	PERSON OR AGENCY	EVENT	COMMENTS
May 26	TEC	Requested 201K for E & D operations from July 1, 1969 through February, 1970	
June	TEC, local offices	Began contacting non-migrating families to provide services to them	This activity is partially thought of as training for the ROI's
June 26	DOL	Committed 176K to E & D Project, plus authorized 20K in surplus funds from 68/69 fiscal year to be used between July 1, 1969 and February 20, 1970, for total budget of 196K	Budget breakdown attached
July 1, 2	TEC, Texas OEO, Texas Education Agency, EDA, HEW, DOL, Social Security Administration, Texas State Department of Health, Cameron County Health Department, Department of Public Welfare, South West Educational Development Laboratories	Supportive Service Agencies Coordination meeting	Possible commitment of Head Start and Pre-school slots from Manpower Administration (DOL), health services from Health Departments, and parent/child clinics from Department of public welfare
July 1	Demand States	Progress reports and migrant needs feed-back due from demand states	As of July 17 only Oregon had reports

EVENT SCHEDULE

DATE	PERSON OR AGENCY	EVENT	COMMENTS
July 3	TEC, Local offices	To July 3: contacted 187 non-migrating families, made 71 job referrals, and 36 job placements (15 non-agricultural)	
July 17	TEC, Local offices	Interviewing for Community Aide positions. Staff for the four offices; (hired and at work) 1 Valley Coordination 1 E & D Supervisor 11 Rural Outreach Interviewer 2 Clerk Typists 0 Community Aides	See attachment

ATTACHMENT 4.6

INFORMATION ON MIGRANT FAMILIES IN THE EXPERIMENTAL SAMPLE SELECTED FOR THE TEXAS E&D MIGRANT PROJECT

TOTAL NUMBER FAMILY HEADS		781
No. Male	711	
No. Female	70	

AGE BREAKOUT

No. Family Heads Between 18-45		476
No. Male	432	
No. Female	44	
No. Family Heads Between 46-55		200
No. Male	178	
No. Female	22	
No. Family Heads 56 and Over		105
No. Male	101	
No. Female	4	

BREAKOUT BY AGE GROUP AND EDUCATIONAL LEVEL

MALE

No. Years Formal Education

Age Group	0	1 - 3	4 - 5	6 - 7	8 - 9	10 & Over	Total
18 thru 45	73	111	81	93	46	28	432
46 thru 55	62	65	25	15	6	5	178
56 & Over	58	23	11	4	2	3	101
Total	193	199	117	112	54	36	711

FEMALE

No. Years Formal Education

Age Group	0	1 - 3	4 - 5	6 - 7	8 - 9	10 & Over	Total
18 thru 45	17	15	5	5	1	1	44
46 thru 55	6	8	6	2	0	0	22
56 & Over	1	2	0	1	0	0	4
Total	24	25	11	8	1	1	70
Grand Total (Male & Female)	217	224	128	120	55	37	781

BREAKOUT BY COUNTY OF RESIDENCE
(Family Heads)

Hidalgo	Cameron	Starr	Willacy
544	198	35	4

INFORMATION CONCERNING FAMILY MEMBERS
(Excluding Family Heads)

TOTAL FAMILY MEMBERS		5467
No. 17 years of age and over	1562	
No. under 17 years of age	3905	

BREAKOUT BY AGE GROUP AND EDUCATIONAL LEVEL OF FAMILY MEMBERS 17 YEARS OF AGE AND OVER

MALE

No. Years Formal Education

Age Group	0	1 - 3	4 - 5	6 - 7	8 - 9	10 & Over	Total
17	3	1	11	23	39	29	106
18 thru 22	8	8	28	61	67	90	262
23 & Over	14	5	10	17	12	1	59
Total	25	14	49	101	118	120	427

FEMALE

No. Years Formal Education

Age Group	0	1 - 3	4 - 5	6 - 7	8 - 9	10 & Over	Total
17	1	3	8	14	35	36	97
18 thru 22	9	15	51	81	76	101	333
23 & Over	190	161	146	116	67	25	705
Total	200	179	205	211	178	162	1135
Grand Total (Male & Female)	225	193	254	312	296	282	1562

Attachment 4.7

Educational and Skill Training Possibilities For Migrant Families in the Texas E & D Migrant Project in Texas Home-Base Areas

MDTA

A multi occupational MDTA (RAR) training program has been requested for family members of the Texas E & D Migrant Project. If approved, this program should be in operation by September 1, 1969. The types of training requested are as follows:

TYPE	NUMBER OF SLOTS
Basic Education & Communication Skills	200
Grocery Checkers	20
Refrigeration Mechanics	20
Salesperson, Parts	20
Welder, Combination	20
Diesel Mechanics	20
Cooks (Hotel and Restaurant)	20
Automobile Body Repairmen	20
Rater, Insurance	20
Stenographers	20
Clerk-Typists	20
Various-Less-Than-Class-Group Referrals (These slots are for trainees who desire vocational or skill training in occupational fields other than the ten vocational projects being offered under this multi occupational project series)	50
Pre-Vocational	200
Pre-Job Orientation	200

Family heads and family members 18 years of age and over who are self-supporting are eligible for enrollment in this training project. Training, subsistence and travel allowances will be paid trainees in accordance with MDTA standards.

It has been proposed that these training programs be located in two different areas in the Valley. Harlingen and Edinburg are the two areas being considered.

Adult Migrant Education Projects

James Connally Technical Institute - Harlingen, Texas

This school is OEO funded to provide basic education, language and skill training to 300 migrant family heads and 100 family members. This project includes skill training in the following occupations:

- Auto Body Repair
- Auto Mechanics
- Welding
- Shrimp Boat Mate
- Building Maintenance
- Sheet Metal Fabricator
- Nurse Aide
- Grocery Checker
- Waitress

Enrollees receive a weekly stipend of $32 plus $3 for each dependent up to four (maximum of $44 per week) and travel allowance. All training courses in this project are open-ended which means the number of slots available in the different courses vary from day to day. This project enrolls migrants only, and in order to qualify the applicant must have:

1. Earned more than 50% of his annual income from farm work
2. Worked for two or more agricultural employers
3. Annual income within the poverty level

The number of training slots in the various programs that will be available in September 1969 cannot be determined with any degree of accuracy. However, we feel that this school can be counted upon for a substantial amount of training for project families.

ATTACHMENT 4.5

DRAFT

Guidelines for Standard Operating Procedures in Northern Demand States

NOTE: It is recognized (1) that some migrant families that have been selected as part of the pilot group may have arrived in the northern target area prior to the beginning of project activities in those areas, and (2) that many of the family folders may have been received in the Northern States prior to the hiring of project staff.

I. Planning and Organization:

In planning for the conduct of project activities, the Northern States should take cognizance of the procedures described in the Operations Manual for the TEC portion of the project prior to the departure of the migrants from Texas, and the following guidelines. Each Northern State may make such modifications in its operating procedures so as to take account of special techniques and to conform with the requirements of the State agency. So that all participating States will fully understand and be aware of the activities to be conducted in the project, each State will prepare a Standard Operating Procedure (SOP) for its conduct of the comprehensive project, and provide copies to all interested parties. Each State will plan its SOP in accordance with the objectives of the project as described in the proposal entitled "Experimental and Demonstration Interstate

Program 'Texas Migrant Worker Demonstration Project,'" dated March 1969, a copy of which is attached, and will develop an organizational structure consonant with its overall project activities. The State project director or senior officals of the State agency should develop a comprehensive plan of action for the project, in consultation with the various program offices of the State agency. After agreement, the comprehensive plan should be discussed with field supervisors and local office supervisory staff in whose areas of responsibility the pilot group families will be working. Training needs of project staff should be determined and where appropriate, the State agency training unit should be actively involved in designing and conducting the training program.

II. Establishing Relationships

A. Other agencies

Since many of the services which pilot group families will need are related to the functions of other agencies, the State project director and/or other State agency officials if appropriate, should inventory the program scope and availability of these services. In this process, and during the discussions with officials of other agencies, the migrant project and its objectives should be explained and cooperation elicited. If possible, agreements reached should be formalized through an exchange of letters, copies of which should be provided to employment service personnel in the target areas. After the inventory is completed and it appears that needed services are not available, attempts will be made to encourage officials of these other agencies to expand or modify their programs so as to meet the needs of the pilot group. These contacts and arrangements should be documented for inclusion in project reports and for guidance in future planning and development.

B. Employers

Employers who may be expected to use pilot group members in agricultural employment should be contacted prior to the arrival of the pilot group if possible. The objectives and procedures of the project should be explained and cooperation solicited. Generally, such contacts should include project personnel.

C. Other

Community leaders, civic, religious and fraternal organizations, Spanish-speaking community groups, and the local news media should be contacted prior to the arrival of the pilot group is possible. The objectives and procedures of the project should be explained. Unless otherwise agreed, these contacts should be initiated by local office managerial staff. If such contacts lead to the establishment of a project advisory committee, these efforts and activities should be documented for inclusion in project reports and for guidance in future planning and development.

III. Procedures:

Upon receipt of the action and duplicate copies of the migrant family folder in the State office, both copies will be routed to the project director who will log and examine their contents. In accordance with the revised TEC procedure, a Form E-107 (Applicant Employability Plan) will be inserted for each family member 12 years of age and over. The action copy of the folder should be transmitted to the project staff member responsible for serving the family, with the duplicate copy retained in the office of the project director. The duplicate copy will become the property of the first project State in which the family works. Subsequent project States of employment should prepare duplicate records from the contents of the action folder to assure the availability of data for their reporting and analysis.

The action copy of the folder will be passed from one project State to another project State when it is known that the migrant head-of-family is expected to be employed in a subsequent project State. If possible, the action copy of the folder should be forwarded in advance of the migrant's departure from the previous State. If additional services are provided in the previous project State after the transmittal of the folder, the subsequent project State should be advised so that appropriate notations may be entered into the action copy of the folder.

The State project director will notify the TEC of the receipt of the family folder by control number and date of receipt. The project director's examination of the folder should include a review of the completeness of the folder before transmittal to the project staff member who will serve the family. If sufficient family folders are received in advance of the migrant season and arrival of the target families, the project director should summarize the services needed by catergory to provide a basis for advance planning by cooperating agencies.

The project director will design a reporting procedure covering all levels of activity so that the data collected and actions documented will be available for complying with the periodic reporting requirements (to be discussed below) and for continuing assessment of project activities. Information recorded in the action copy of the family folder whould be in sufficient detail so that persons unfamiliar with the area and State's operations will be able to understand what services were or were not provided to the migrant family, and to reflect the need for future continuing and additional services.

The project staff member who receives the action copy of the family folder will study and familiarize himself with the contents of the folder and the family's needs as listed on the Forms ED-5. In instances where services must be provided on the property of the employers, project staff will contact the employer of the migrant families for whom they are responsible and obtain permission to work with the family groups. As a minimum workload, project staff should meet with families assigned to them on the following basis: (1) The initial contact, (2) In the process of obtaining the needed services, including followup, and (3) Prior to the migrant family's scheduled exit from the project area. Project staff should locate the pilot group families and conduct an initial set of in--depth interviews, preferably with all persons age 15 and older. Interviews with younger members of the family should be conducted in consultation with the head-of-family or spouse. The ED-5 information from the family of folder should be used as a preliminary basis for the initial interviews that are conducted, and should be supplemented by emergent needs and desires of family members. A plan of service for each member family should be drafted by project staff and reviewed by the immediate supervisor. After approval, the project staff will meet with designated local office supervisory staff who will comment on the general feasibility of the plan and indicate time schedules for any specific regular services to be provided by or in the local office.

When the initial comprehensive family plan has been completed, the local project staff will establish a time schedule to achieve the goals of the plan and record the schedule in the folder. Project staff should arrange for the family members to receive services in accordance with the family plan. If possible this should include providing transportation if needed. Project staff should maintain regular contact with the migrant family as a followup on the provision of services and to determine and arrange for any services still required. Project staff should document all contacts with the family and with all service agencies and enter the results of these contacts in the family folder. Where needed services are not provided to the family, the specific reason should be recorded in the folder. Project supervisory staff should review actual progress of the plan against the time-schedule to alleviate any problems encountered, to evaluate performance of project staff, and to aid in the future assessment of work-load time factors. Project supervisory staff should obtain from project staff any information which should be relayed to the TEC central office that will provide the TEC with needed lead time for appropriate action that should be taken prior to the return of the pilot group family to Texas.

During the initial interview and subsequent contacts with the migrant family, project staff will explore the desires of the family to settle out and permanently relocate in the North. During these contacts and depending upon the information obtained from the migrants, all or some of the following forms should be completed: (1) Applicant Employability Plan (Form E 107) and (2) Application Card (ES 511) or (3) Application Card (E 13) if the migrant family plans to return to Texas and wishes employability services.

In those instances where migrants respond affirmatively, project staff will take the following actions: (1) Inform the migrant of placement or training opportunities, (2) If the employment or training opportunity exists outside of the project area, schedule the migrant for interviews and processing by regular employment service staff, (3) If the employment or training opportunity is within the project area, project staff will assist migrants to receive relocation assistance and other needed services throughout the life of the project.

When the settling out is accomplished and project staff are reasonably certain that the migrant head-of-family will not return to Texas for services, the action copy of the family folder will be completely documented and returned to the TEC project director.

IV. Reporting

Each State agency in the project will wish to prepare an independent report of its activities including particular reference to the special techniques utilized in the project. In addition, in order to assure that the required documentation of project activities is accomplished, a uniform reporting procedure has been developed by the national office. Copies of this procedure and instructions for reports preparation are attached.

St. Joan of Arc School - Pharr, Texas

This school is funded through OEO to provide basic education and language training to migrant family heads. Classes are conducted in Pharr and Weslaco. The enrollment criteria is the same as mentioned above. A weekly stipend is paid the trainee, but no travel allowance is furnished.

Operation Mainstream Project

One operation mainstream project is being operated in Rio Grande City (Starr County) and is currently funded for 49 slots. This class enrolls male applicants only and trains primarily in the construction trades. A request has been made to the Manpower Administration to expand this project to include work programs in Hidalgo and Cameron Counties and to provide training for male and female workers. One hundred additional slots have been requested for exclusive use by the experimental family members of the Texas E & D Migrant Project. Distribution of these slots will be as follows:

County	No. Slots Currently Available	Additional Slots Requested For Texas E & D Migrants
Starr	49	20 (10 Male - 10 Female)
Cameron	None	20 (10 Male - 10 Female)
Hidalgo	None	60 (30 Male - 30 Female)

No decision has been made at this time regarding the type of work training programs to be provided for female enrollees.

Neighborhood Youth Corps

These programs, both in-school and out-of-school, are sponsored by the County Community Action Program Agencies. Two hundred and fifty additional slots have been requested for exclusive use of family members of the Texas E & D Migrant Project. Distribution of these slots will be as follows:

County	In-School Slots	Out-of-School Slots
Hidalgo	90	60
Cameron	30	20
Starr	30	20

(No request was made for Willacy County as only four project families reside in that area)

At the present time resources for Headstart and Pre-School Training programs are adequate in all four counties.